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ABSTRACT

This report describes a study that was undertaken to examine placement techniques and strategies that are effective in helping older workers find jobs. The study presents 23 case studies on successful older worker programs in 12 states. The information was gathered through on-site interviews and assembly of quantitative data. These case studies describe various placement strategies used to serve diverse client groups in different areas of the country and in varied economic environments. Programs participating in this study were Job Training Partnership Act (JTPA) 3 percent programs for training older workers, the Senior Community Service Employment Programs funded under Title V of the Older Americans Act, displaced homemaker programs, and several programs with private-sector funding. The case studies are also analyzed to describe the program models operating in each type of program. Each case study includes a narrative, descriptive statistics, placement outcomes, and name and address of a contact person. (KC)

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Job Placement Systems

for

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Volume One: Research Findings
Case Studies
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FORWARD

The National Caucus and Center on Black Aged, Inc. acknowledges and expresses appreciation to the U.S. Administration on Aging and to the U.S. Department of Labor for financial support to conduct this study of job placement systems for older workers.

Ms. Brenda Lester managed the study and was assisted by Gary Moore, Dorothy Bauer, and Dr. Alfred Simons, who acted as consultants to the study. The study was completed under the direction of Larry Crecy, Vice President, Employment and Training Programs.

Members of an advisory committee provided guidance and assistance to the study. Thanks are given to Dr. Steven Sandell, National Commission for Employment Policy, Dr. Cy Rosenthal, Temple University, Joanne Geisel, American Association of Retired Persons, Anne Lordeman, National Association of State Units on Aging, Dr. Richard Redmond, National Council on the Aging, Alice Quinlan, Older Women's League, Peggy Chester-Samuel, Green Thumb, Inc., Frances Rothstein, National Alliance of Business, and Fernando Alegria, National Governors Association.

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Sincerely,

Samuel J. Simmons
President

Notes
of
Appreciation

I would like to express special appreciation to three persons who have for many years given their time in discussing ideas about older worker employment issues, reviewing program materials and providing me with comments and suggestions for improvement. These three individuals are:

Gale Gibson and Tom McCallion of the Division of Older Worker Programs, Employment and Training Administration, U.S. Department of Labor. and

Dr. Richard Redmond from the National Council On Aging.

Their guidance has been very valuable to me in my work.

I would also like to thank the members of the advisory committee for their assistance in designing and carrying out the study.

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Of course, the most important contributors to this study were the many project directors, job developers, and others who gave so willingly of their time in interview after interview. They were willing to share their successes and failures with us. Our extensive data base and program information was produced because practitioners at the local level gave their materials for all those interested in the future of older workers.

I am sorry to say that we could not feature a case study on all 36 programs visited due to limited printing resources. We have tried to use information from all programs in Volume One and Volume Two of the guide. A list of these programs is provided in Appendix A.

We know we did not visit all the successful programs that are operating today, time and money did not allow it. We do believe that the programs in the survey represent the current state-of-the art in placement strategies, tools, and techniques for older workers.

Sincerely,

Brenda Lester
Project Manager

NOTE: THIS HANDBOOK IS NOT AN OFFICIAL POLICY GUIDE OF THE U.S. DEPARTMENT OF LABOR. ANY QUESTIONS ON THE LAW, RULES, AND REGULATIONS FOR THE EMPLOYMENT AND TRAINING OF OLDER WORKERS UNDER THE SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM (SCSEP) AND JOB TRAINING PARTNERSHIP ACT (JTPA) SHOULD BE ADDRESSED TO THE APPROPRIATE OFFICIAL.

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EXECUTIVE SUMMARY

This study of job placement systems for older workers revealed that older worker programs can successfully recruit, train, and place older adults. The study identified effective programs that were achieving high rates of placement, averaging almost 75 percent. Older workers were placed in a wide variety of jobs with relatively low program costs.

The study was undertaken to examine placement techniques and strategies that are effective in helping older workers find jobs. The study which was conducted by the National Caucus and Center on Black Aged presents case studies on successful older worker programs in 12 states. These programs were using various placement strategies to serve diverse client groups in different areas of the country and in varied economic environments.

Programs participating in this study were Job Training Partnership Act (JTPA) 3% Programs for training older workers, the Senior Community Service Employment Programs (SCSEP) funded under Title V of the Older Americans Act, Displaced Homemaker Programs, and several programs with private-sector funding.

The types of organizations operating these programs included Area Agencies on Aging, Title V National Sponsors, non-profit community-based organizations, service delivery areas (SDAs), and private industry councils (PICs). In addition, there were county governments, one state agency with a consortium of community colleges, a city government, and a profit-making firm.

Information was obtained through site visits, collection of relevant data on individual program participants including placement outcomes, annual performance reports, and evaluations. Programs selected for site visits were those with an established performance record in job placement of older workers and a potential for model program adaptation.

This summary contains a brief description of key elements of effective placement programs for older workers, a summary of the major findings on successful JTPA 3% programs for the 1985-86 program year, and workforce trends predicted for the year 2000 and how they affect older workers.

Six Key Elements of Successful Older Worker Placement Programs

(1) Programs successful in placing older workers developed a system of services using a structured approach in the major program components of assessment, occupational skills training, job search training, job development, and job matching. Within a structured system, program staff were flexible and able to respond to the special needs of older participants.

(2) Successful programs emphasized assessment of the participants' skills, abilities, and interests as the key to effective job matching. Assessment was an ongoing client-centered process.

(3) Program staff had extensive knowledge of the local labor market and of the employment potential of the older participants.

(4) Successful placement programs offered occupational skills training to those participants needing to upgrade skills or to learn new job skills. The programs either provided the skills training or acted as "brokers" to obtain appropriate training for participants through the formal education system and sometimes through local employers.

(5) Effective programs coordinated with other older worker employment programs, the aging network, educational institutions, and social service agencies to obtain additional resources for program participants.

(6) Creative management of successful placement programs tried new approaches and experimented with new placement techniques. Program operators stressed the need for staff training to support their initiatives. Program management also made periodic assessments to chart the progress of the program a high priority. Necessary changes were made based on assessment findings.

JTPA 3% Programs

Of particular interest to the study was the JTPA 3% program for training older workers. Three percent of the JTPA Title IIA funding for adult employment programs are reserved for the training and placement of economically disadvantaged persons aged 55 and over. A majority of the programs visited during the study were JTPA 3% programs.

The study's findings on successful JTPA 3% programs are based on a process assessment of program operations with a data base established on the characteristics of program participants, the services they received while on the program, and placement outcomes.

The following summarizes the major findings on successful JTPA 3% programs:

Participant Characteristics

- JTPA 3% programs were particularly attractive to individuals under the age of 62. Almost 70 percent of the participants ranged in age from 55 to 61 years old. These individuals are not eligible for retirement benefits under the Social Security system.
- Older women re-entering the labor market comprised almost 61 percent of the JTPA 3% participants. The typical participant was a white woman, 59 years old with an 11th grade education.
- The JTPA 3% participants faced barriers to employment due to educational deficiencies. Forty-six percent of the participants had less than a high school education; over one-fourth had completed the eighth grade or less.
- Minority participants in these JTPA 3% programs were older and less educated than white participants. The average age of minority participants was 61 compared to an average age of 59 for white participants. The average educational attainment for white participants was 11th grade compared to 9th grade for blacks and 7th grade for Hispanics.
- These successful JTPA 3% programs served the long-term unemployed. Over two-thirds of the participants had been unemployed for six months or more at enrollment.

Services Provided by Successful JTPA 3% Programs

- These JTPA 3% programs provided a variety of services to participants. Job counseling, job search skills training, and direct placement assistance were the most frequently provided services.

- One-third of the participants received occupational skills training through on-the-job-training (OJT), classroom training, and work experience.

Placement Outcomes

- These JTPA 3% programs were successful in placing three out of every four terminees. Overall, the entered employment rate for the JTPA 3% participants studied was 74.4 percent.

- About two-thirds of the placements were in jobs in three occupational areas: clerical, sales, and services.

- The average hourly wage of the JTPA 3% participants finding jobs was $4.56. However, wages ranged from a low of $3.35 per hour to a high of $22.92 per hour.

- Over one-half of the JTPA 3% participants found full-time jobs (35 hours or more). Participants under the age of 60 were more likely to obtain full-time employment. As age increased, the number of participants in full-time jobs decreased significantly.

- The unemployment rate of the areas studied did not appear to affect placement rates of these successful JTPA 3% programs. However, programs operating in areas with unemployment rates of 9 percent or higher tended to have a lower average wage at placement.

Placement Outcomes by Gender

- Men and women were equally successful in finding employment.

- Wages at placement for male participants were, on average, about 20 percent higher than for female participants.

- Males tended to work longer hours than females. Full-time employment resulted in substantially higher wages than part-time employment.

Placement Outcomes by Education

- Education was found to have a significant impact on the wage obtained at placement. Wages of high school graduates were 7 percent higher than the wages of those participants who did not complete high school. Participants with one to three years of college were hired at wages about 14 percent higher than high school graduates. Wages for college graduates were approximately 34 percent higher than the wages of high school graduates.

Placement Outcomes by Training

- Occupational skills training was found to be effective in increasing placement rates for older workers, especially older minorities.

- Each type of occupational skills training (on-the-job training, classroom training, and combination training) improved placement outcomes for minority women. On-the-job training was particularly effective for minority men.

- Overall, the JTPA 3% programs offering more program services to participants had higher wages at placement.

Work Force 2000 Trends and Older Workers

The slow growth of the labor force in the remaining years of this century is predicted to result in skill shortages for some employers and to be a potential constraint on the country's economic growth. The question arises: could older workers be a part of the solution to these potential problems? If older workers re-entered or stayed in the work force longer, would skill shortages be reduced or alleviated?

The National Commission for Employment Policy has reported on the trend of older women re-entering the labor market, even though older men are leaving the work force in greater numbers. Indeed, in the programs included in this study, over 60 percent of the participants were older women. The interest and desire of older women to find employment is apparent by their high participation rates in older worker employment and training programs.

Minorities are predicted to be one of the groups accounting for the majority of new workers from 1985 to 2000. Older minorities made up over one-third of the participants in the programs reviewed by this study. It was found that the interest of minorities in employment continues as they age. Generally, minorities were found to be older than white participants in these programs. Often, due to a lack of opportunities during their younger years, older minorities need assistance in learning new job skills and improving basic skills in order to be competitive in the labor market.

Finally, the Work Force 2000 report predicts that higher levels of reading, writing and analytical skills will be required for many new and existing jobs in the next fifteen years. If older workers are going to be able to fill the gap in a labor shortage, they will need the skills required by those jobs. More attention must be given to the nature of those skills and how effective and efficient training can be provided to older workers.

The Work Force 2000 vision of the future labor market identifies three major tasks facing the U.S. society: promoting change, increasing the numbers of qualified workers, and enhancing the skills of the current work force.

Older worker programs can play a crucial part in this larger effort by helping older adults to adapt to change in the work place, by assisting them in locating appropriate jobs in which they can contribute fully to economic productivity, and by providing training that will enhance the skills of older workers, thus enabling them to meet the challenges of the future.

CHAPTER I.

A STUDY OF JOB PLACEMENT SYSTEMS FOR OLDER WORKERS

Introduction

In recent years, the U.S. Congress has emphasized the placement of older workers into private-sector jobs under both the Job Training Partnership Act (JTPA) and the Senior Community Service Employment Program (SCSEP), funded under Title V of the Older Americans Act. Three percent of the JTPA Title IIA funding for adult employment programs are reserved for the training and placement of persons aged 55 and over. The U.S. Department of Labor recently established a placement goal of 20 percent for SCSEP programs.

As a result of these initiatives, more and more organizations are establishing programs to assist older adults in finding and retaining private-sector employment. With this proliferation of programs comes the realization that there has been little documentation of the lessons learned from the past about job placement systems for older workers, nor has there been a review of the present state of the art. Without such a knowledge base, programs cannot benefit from the successes and failures of their predecessors.

Limited resources, both public and private monies, for older worker programs require program directors and planners to have the ability to identify clear goals and objectives of a job placement program for older workers, to design an appropriate program model, to implement the model in a cost-effective manner, and to manage the implementation of the model efficiently.

With these needs in mind, the National Caucus and Center on Black Aged, Inc. (NCBA) proposed to study the lessons learned by past and current job placement programs for older workers. The sponsors of the study are the U.S. Administration on Aging and the U.S. Department of Labor through an interagency agreement. Private contributions were received from Pizza Hut of America and the National Bank of Commerce to augment the federal funding.

B. Study Design

Since nothing succeeds like success, NCBA designed the study to examine successful older worker placement systems operating in a variety of settings and serving various groups of older adults.

The objectives of the study were:

- To identify effective placement tools and techniques for older workers;
- To examine methods and outcomes of occupational skills training, job development, and placement assistance for older workers;
- To identify model placement systems that could be replicated;
- To develop a framework of job placement systems for use in the planning and development of services; and
- To prepare a technical assistance guide for use by practitioners in employment and training programs for older workers.

A job placement system was defined in broad terms as "services organized to achieve the goal of placing older adults into private-sector employment." The term, "older worker," was defined as an adult aged 45 and over. However, most of the programs studied served disadvantaged persons aged 55 and over.

The study examined programs for older workers with established performance records in placing participants into private-sector jobs. From this examination, placement techniques and tools for different groups of older adults were assessed. The study also investigated methods for establishing linkages and working relationships with employers and with other community organizations.

Programs participating in the study included:

- Job Training Partnership Act (JTPA) 3% Programs for training older workers;
- Title V Senior Community Service Employment Programs;
- Displaced Homemaker Programs; and
- Private-Sector Programs.

The types of organizations operating these programs were Area Agencies on Aging, Title V State and National sponsors, non-profit community organizations, service delivery areas (SDAs), private industry councils (PICs), county governments, Job Service, a state agency with a consortium of community colleges, a city government, and a profit-making firm.

C. Data Collection

This technical assistance guide is based on an analysis of information gathered during on-site interviews with program staff, and various quantitative data. The quantitative data includes annual program performance statistics, and data collected on individual participants for special analysis.

Quantitative data was needed to answer several questions about placement programs for older workers. Some of these questions are:

- Were participants able to obtain jobs in the private sector?
- What was the placement rate for the program?
- What types of jobs and wages were obtained by program participants?
- What was the average cost for each person placed in the private sector?
- What were the personal characteristics of the participants obtaining employment in terms of age, sex, race, and education?

Staff interviews served to provide information on the process of operating successful older worker employment and training programs. Some of the topics of discussion were:

- How is the program organized?
- What management techniques have proven to be successful?
- What outreach and recruitment techniques have been effective for attracting older people to the program?
- What types of placement services were provided and how were they designed to meet the needs of older workers?
- How did the program approach job development and working with employers?

The conclusions derived based on these and other questions can be found in the chapters describing the different programs included in the survey. Information on JTPA 3% programs can be found in Chapters II and III. Title V Senior Community Service Employment Programs are described in Chapter IV. Displaced Homemaker Programs are described in Chapter V. Chapter VI presents case studies on small rural programs, on programs serving minorities, and on private-sector programs.

D. METHODS

The first step in the study was to identify potential programs to be visited for analysis of their placement system. Numerous contacts were made as well as a review of program reports and a literature search. Contacts were made with federal, state, and local employment and training officials, national aging organizations, the National Displaced Homemakers Network, university faculty, and members of the study's advisory committee.

Programs with an established performance record for placing older workers in quality jobs and with efficient management were sought. In the mix of programs, different service strategies with a variety of training and placement techniques for diverse participant groups were also pursued. Additionally, programs in geographically diverse areas serving urban, rural, and suburban communities were identified.

NCBA researchers could not visit many of the programs recommended due to restricted time and funding, or due to their geographic location. This guide by no means includes all the programs that are successful in placing older workers, but it is a sample of such placement programs identified for their "best practices" in serving the older worker.

Once programs were identified, site visits were arranged. Site visits to 36 programs serving older workers were completed. These programs included some 22 JTPA 3% programs, four Displaced Homemaker programs, seven Title V SCSEP programs, and three privately-funded programs operating in some 12 states. The 12 states in the study survey were Arizona, California, Florida, Minnesota, New York, Oklahoma, South Dakota, Tennessee, Texas, Vermont, Virginia, and Washington. For a complete list of these programs, please refer to Appendix A.

The sample of twelve states was selected from a sampling frame restricted to the continental United States including the District of Columbia. States were classified by two criteria: federal region and size. Size was based on the population in the state aged 55 and over (1980 Census Data). Three size categories were formed: large, medium, and small. States were selected from each category and from each federal region.

The site visits included a discussion with local project staff -- project directors, job developers, job counselors and others. Interview discussions focused on methods of coordinating with other organizations and programs in the community, the administration of the placement system, and specific program services--recruitment, assessment, job counseling, occupational skills training,job search skills training, job matching, job development, placement, and follow-up. Also, strategies for marketing older workers to employers were explored.

During the site visit, information was collected on participant enrollment, placement services provided by the organization, placement outcomes, annual performance reports, monitoring reports, and formal evaluations. Individual-level data was collected on approximately 1800 program participants.

The individual data included the participants characteristics: age, sex, education, ethnic background; services obtained during participation; and the reason for termination. Information sought on each placement included the occupational category, hourly wage, hours worked per week, and type of employer (public or private). If available, the participant's employment status at follow-up contacts was also recorded.

The diversity of programs also meant a diversity of management information systems from which the participant information was drawn. Even for JTPA 3% programs, the same information was not available on all participants, program services, and placement outcomes. NCBA developed a standardized form for information gathering. Some information which would have been desirable (e.g., follow-up) simply was not available from enough of the programs to draw any meaningful conclusions. However, overall a very rich data base on the participants and their employment status was developed and is reflected throughout the Guide.

On-site visits were not possible for two programs, so telephone interviews were arranged with these project directors. These two programs were the Anoka County JTPA 3% program in Spring Lake Park, Minnesota and Gramma's, a day care center staffed by older women in Memphis, Tennessee.

Another information gathering method used by the study was interviewing staff at the State level. Most often, these were staff of the State Office on Aging or the State Department of Labor. These interviews centered on a discussion of the operation of the JTPA 3% Program within the state. Some of the topics discussed included the structure of the programs within the state, the state JTPA 3% allocation mechanism and subsequent expenditures, and statewide performance requirements, if established. State staff were asked to identify problems that had occurred in serving older workers and to provide their observations on the important elements that contribute to successful placement programs.

Local and state program staff were quite responsive in providing programmatic information and performance data. This technical assistance guide would not have been possible without the time and assistance willingly provided by program staff in the 12 states visited.

E. Organization of the Guide

This guide is organized in two parts. Volume One presents the research findings on the different types of programs studied. In addition to the findings, case studies describing various types of model programs are presented.

Volume One is comprised of the following six chapters.

Chapter I
A Study of Job Placement Systems for Older Workers

... Study Design
... Programs Surveyed
... Research Methods
... Organization of Guide
... How to Use Guide

Chapter II
JTPA 3% Programs for Training Older Workers

... Research Findings
... Participant Characteristics
... Program Services
... Placement Outcomes
    -- By Age
    -- By Sex
    -- By Race
    -- By Education
    -- By Type of Training
... Program Design
    -- Assessment
    -- Occupational Skills Training
    -- Job Development
    -- Follow-up
    -- Coordination

Chapter III
A Menu of Service Options:
JTPA 3% Program Models and Case Studies

... 13 Case Studies
... 4 Program Models
... Building Blocks for Models
... Essential Elements of Models

Chapter IV
Senior Community Service Employment Program (SCSEP)

... Research Findings
... Case Studies

Chapter V
Displaced Homemakers Programs: Addressing the Special Needs of Women Re-Entering the Labor Market

... Program Model
... Case Studies

Chapter VI
Programs For Special Circumstances

... Small Rural Programs
... Programs Serving Minorities
... Programs for Older Workers Funded by the Private Sector
... Case Studies

Volume Two of this guide describes the technical aspects of designing and managing a job placement system for older workers. Two chapters comprise this part on building effective placement systems. These are:

Chapter VII
Designing and Managing an Older Worker Placement System

... 7 Steps for Designing a Placement System
... Management Information Systems
... A List of Funding Sources
... Participant Flow Charts

Chapter VIII
Placement Tools and Techniques

... How To
    -- Recruit Older Applicants
    -- Assess Older Adult's Skills, Abilities, and Interests
    -- Develop an Employment Plan
    -- Market Older Workers to Employers
    -- Place Older Workers
    -- Complete Follow-up with Older Workers

Refer to the Table of Contents for a more detailed listing of the subjects discussed in each chapter.

F. How to Use This Guide

This guide is organized to provide assistance to a broad group of practitioners who are interested in older worker placement systems. Program models with the accompanying case studies can be used by practitioners in program planning and development, program implementation, and evaluation. Practitioners can use the case studies to examine ways to enhance current placement services to older adults or for new ways of providing training and placement assistance. The program director or staff specialist is listed for each case study for practitioners who desire more information.

It is recommended that practitioners read case studies describing similar programs and programs different from their own for information that might be useful in placing older adults. One purpose of this study was to bring together in one source information about the placement strategies used by different programs so there would be an exchange of information on various placement methods.

The case studies were written with practitioners in mind, and NCBA hopes they will be helpful to those striving to increase employment opportunities for older workers.

CHAPTER II

JOB TRAINING PARTNERSHIP ACT 3% SET-ASIDE TRAINING PROGRAMS FOR OLDER WORKERS

A. Background

Section 124 of the Job Training Partnership Act (JTPA) establishes a training program for economically disadvantaged persons aged 55 and over. The program design is to assure the training and placement of older persons in jobs with private businesses. Emphasis in the Act is on training for jobs in growth industries and in areas requiring the use of new technological skills.

Section 124 establishes the JTPA 3% program for training older workers. Of the funds allocated to each state under Title IIA, 3 percent are reserved for training disadvantaged persons aged 55 and over. This special set-aside program for older workers is administered by the Governor of the State, who may allocate these funds to the service delivery areas or enter into agreements with other public agencies, non-profit private organizations, and private businesses.

According to the Act, these programs are to be developed in conjunction with appropriate service delivery areas (SDAs), and are to be consistent with the local job training plan developed for the SDA by the local Private Industry Council (PIC) and chief elected officials.

A review of JTPA 3% programs for older workers was undertaken to identify model JTPA 3% programs, to document successful placement strategies used by JTPA 3% programs and to analyze placement outcomes. JTPA 3% programs were visited in the following states--Arizona, California, Florida, Minnesota, New York, Oklahoma, South Dakota, Tennessee, Texas, Vermont, Virginia and Washington. These programs varied widely in the participants they served, the local environment the program operated in, and the type of organization managing the JTPA 3% program.

Placement rates for the JTPA 3% program studied ranged from 58 to 87 percent. Most programs fell in the 75 to 85 percent range.

These successful JTPA 3% programs demonstrate that employment and training programs serving older workers can:

- Recruit older participants for training and placement into private-sector employment;
- Attain high placement rates for older participants;
- Achieve these objectives--recruiting, training, and placing older workers--with relatively low program costs.

The major benefit for participants of the JTPA 3% programs in the survey was substantially reduced unemployment among program participants. For the participants terminating from the program, about three-fourths found employment, over a fifth left for reasons such as family responsibilities, moving from the area, lack of desire to complete training, and administrative separation. Almost three percent of the terminees left for health reasons.

The following research findings on participant characteristics, program services, and placement outcomes are based on participant data collected from 23 successful JTPA 3% programs visited during the survey.

B. Participant Characteristics of 23 Successful JTPA 3% Programs:

- Total number of JTPA 3% participants in the survey sample: 1,548

Age

- The average age of the JTPA 3% participants studied was 60.
- Participants in the sample ranged in age from 55 to 86.
- Over 84 percent of the participants were under the age of 65.
- Almost 70 percent of the participants were under the age of 62. These persons are in the age group who are not eligible for retirement benefits under the Social Security system.

Sex

- Females comprised almost 61 percent of the JTPA 3% participants in the sample. The typical female participant was a white woman, 59 years old, with an 11th grade education.
- Males comprised 39 percent of the JTPA 3% participants in the sample.

Race

- Minorities comprised 41 percent of the participants.
- Eighteen (18) percent of the participants were black.
- Hispanics made up 20 percent of the participants.
- One percent of the participants were American Indians or Alaskan Natives.
- Almost two percent of the participants were Asians or Pacific Islanders.

Figure II–1
JTPA 3% PARTICIPANTS BY AGE

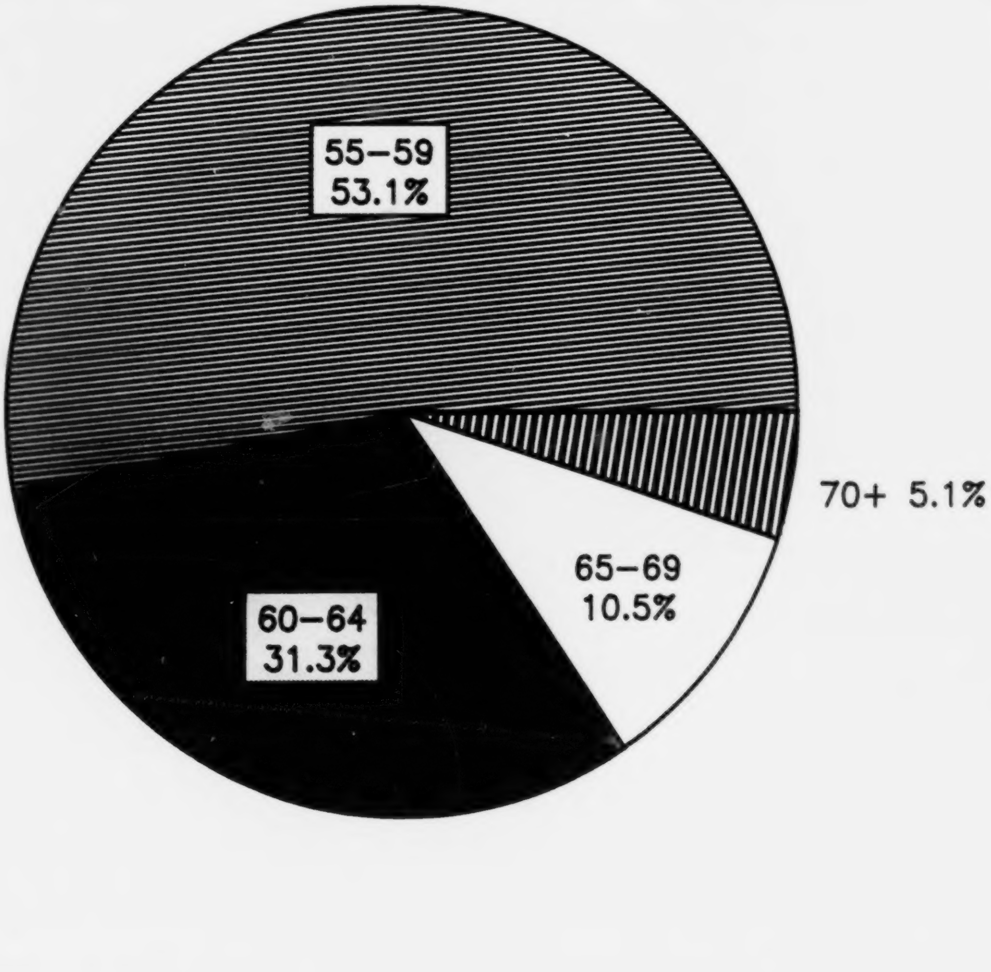


Figure II-2
JTPA 3% PARTICIPANTS
BY SEX

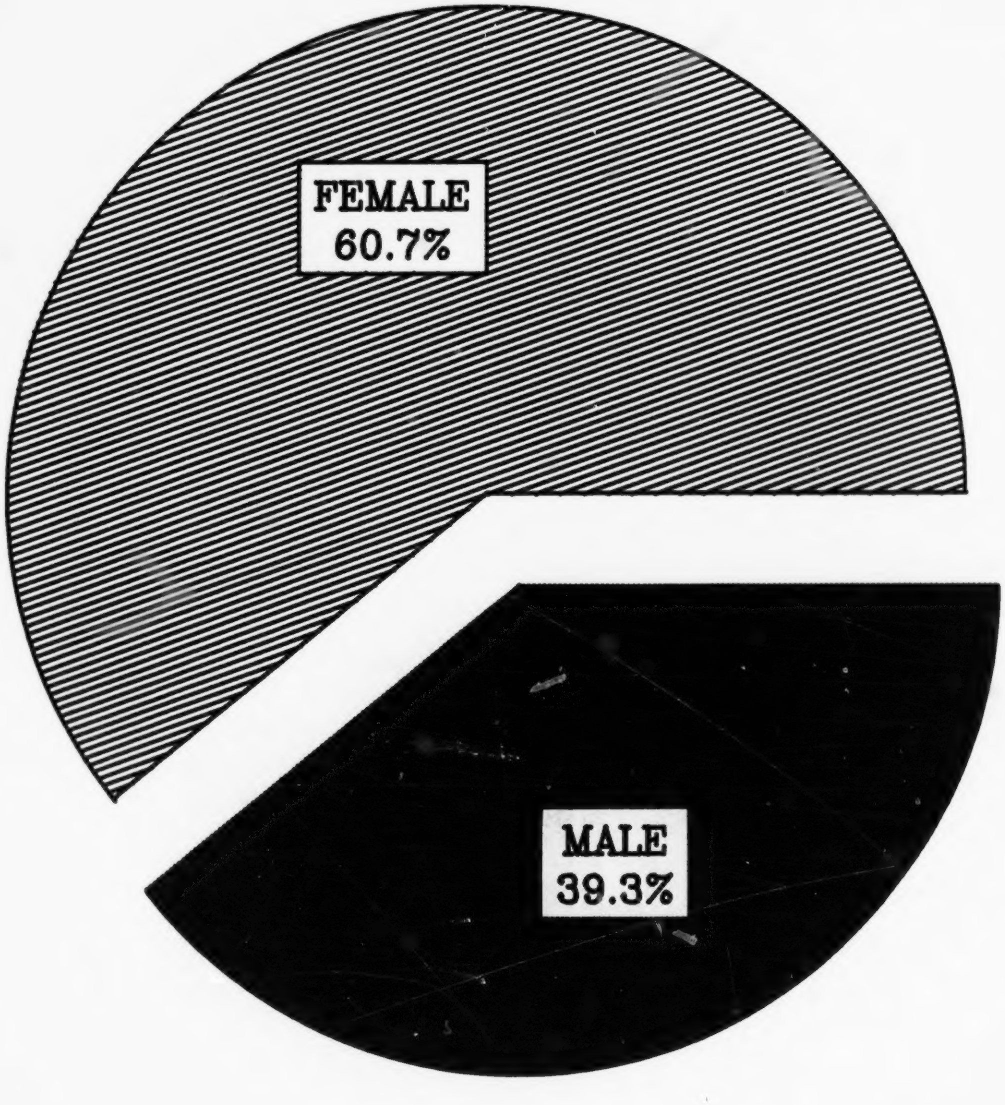
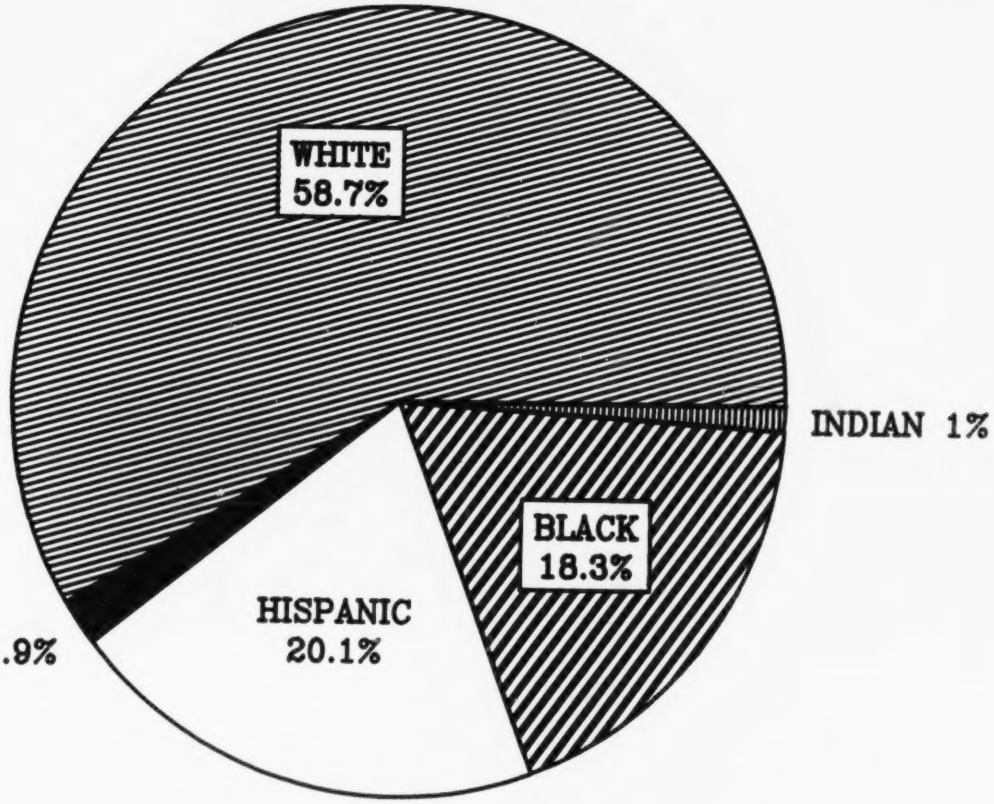


Figure II–3
JTPA 3% PARTICIPANTS BY RACE



Minority Participants

- Black males had a lower program participation rate than black females.
- Minority participants, except for Asians, tended to be less educated than white participants. The average educational attainment for blacks and American Indians was 9th grade and 7th grade for Hispanics. The average educational attainment for white participants was 11th grade.
- Minority participants tended to be slightly older than white participants. For example, the average age for minority participants studied was 61 years. The average age for white participants was 59.

Education

- Over one-quarter (28 percent) of the sample participants had an eighth grade education or less.
- Forty-six (46) percent of the participants had less than a high school education.
- Over twenty-nine (29) percent had a high school diploma or equivalent.
- A college degree was held by 9 percent of the participants, some of whom had completed graduate courses.

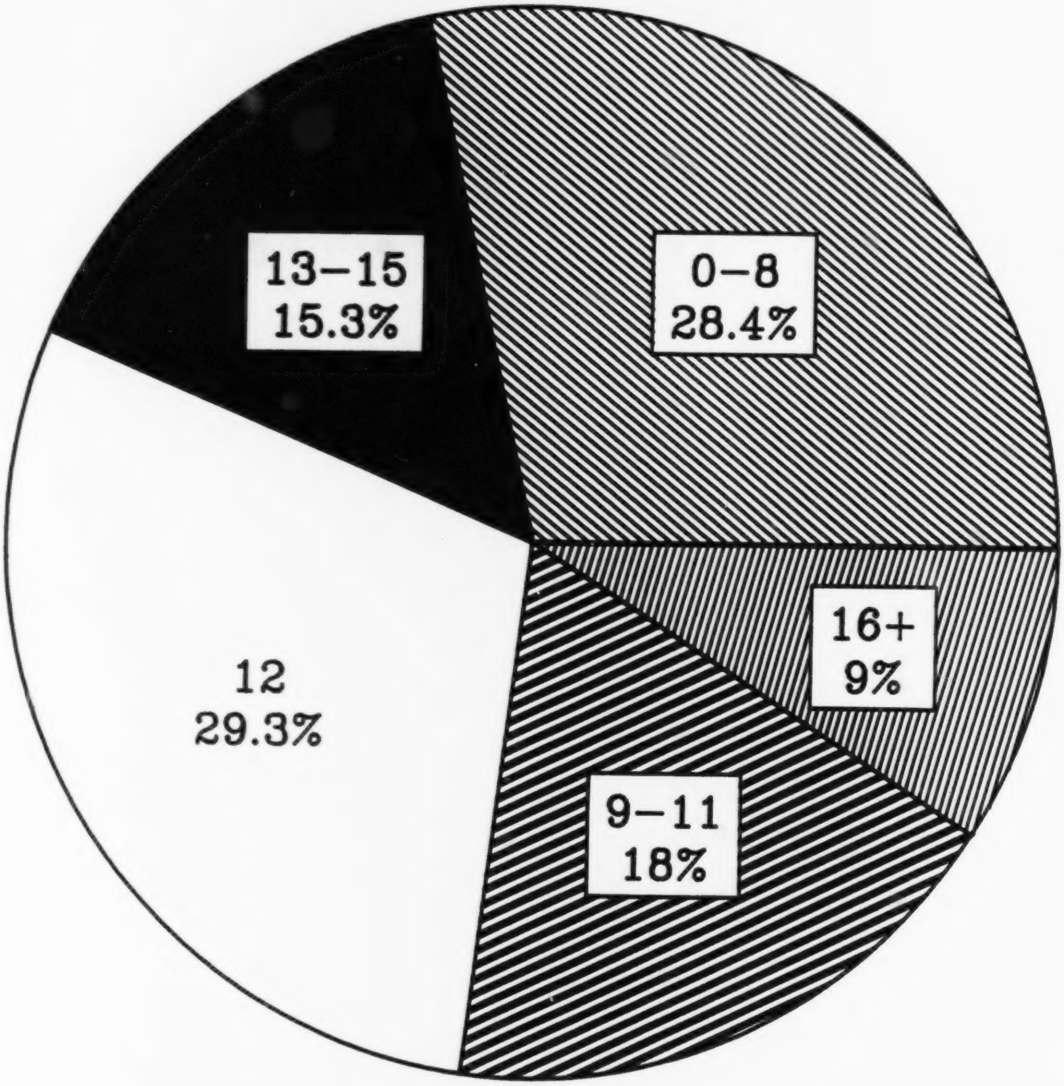
Length of Unemployment

- These successful programs were serving the long-term unemployed.
- Over two-thirds of the participants had been unemployed for six months or more at enrollment.

Language

- Almost seven (7) percent of all participants studied had limited English-speaking abilities.

Figure II–4
JTPA 3% PARTICIPANTS BY YEARS OF EDUCATION



Public Assistance

- Eighty-five (85) percent of the participants reported that they were not receiving any type of public assistance at the time of enrollment.
- Of those participants reporting that they received some type of public assistance, six out of every ten were receiving food stamps, and two out of every ten were receiving Supplemental Security Income (SSI). The remaining participants in this group were either receiving AFDC, General Assistance, Housing Assistance, or other types of public assistance.

Income

- Over one-third of the participants reported no income at intake, according to the method used by the local programs for computing income eligibility.
- For those participants reporting income, the average annual family income was $3,506.
- The types of family income counted for eligibility purposes varied from project to project, which made it difficult to draw any conclusions about annual family income of the JTPA 3% participants in the survey.

Table II-1
JTPA 3% PROGRAM
PARTICIPANT CHARACTERISTICS

Total Served = 1,548

Age	**Number**	**Percent**
55-59	820	53.1
60-64	485	31.3
65-69	163	10.5
70-79	78	5.0
80 and over	2	.1

Average Age = 60
Age Range = 55 to 86

Sex	**Number**	**Percent**
Male	608	39.3
Female	940	60.7

Ethnic Group	**Number**	**Percent**
White (not Hispanic)	908	58.7
Black (not Hispanic)	283	18.3
Hispanic	313	20.1
American Indian/Alaskan Native	15	1.0
Asian/Pacific Islander	29	1.9

Education	**Number**	**Percent**
8th grade or less	441	28.4
9th to 11th grade	278	18.0
High School Graduate	454	29.3
1-3 years of college	236	15.3
College Graduate/Post Graduate	139	9.0

Program Services Provided by 23 Successful JTPA 3% Programs:

- All of the JTPA 3% programs in the survey provided intensive job counseling to the participants, often beginning during the assessment process and continuing to placement. Sometimes, counseling took place during the follow-up contact to resolve a problem that might interfere with the participant's employment.
- About one-third of the participants received occupational skills training through on-the-job training (OJT), classroom training, and work experience.
- Three out of every four participants received job search skills training. For over two-thirds of these participants, job search skills training was the only training they received.
- Less than three percent of the participants received basic education remediation.

Table II-2
Type of Program Services Received
By JTPA 3% Program Participants

Type of Service	Number of Persons Receiving Service*	Percentage of Total Participants
Job Counseling	1364	88.11%
Job Search Skills Training	1186	76.61%
Placement Assistance	1159	74.87%
On-the-Job-Training	287	18.54%
Occupational Skills Training	243	15.70%
Personal Counseling	147	9.50%
Work Experience	64	4.13%
Remedial Education	35	2.26%
Educational Referral	9	.58%

* Since most participants received more than one service, this column will add to more than the total number of participants in the survey.

Occupational Skills Training

- Classroom training was provided to 243 participants, almost 16 percent of all participants. Over seventy-five percent of the participants placed in classroom training were women.
- On-the-job training (OJT) was received by 287 participants, 18 percent of all participants.
- The smallest category of occupational skills training was work experience with 64 participants, a number of whom were also SCSEP participants. These participants represented four (4) percent of the total JTPA 3% participants.
- Males tended to be given on-the-job training and work experience. Women were more often placed in classroom training and combination training (classroom and on-the-job training).

Length of Skills Training

- The length of skills training varied extensively from project to project, and by the type of training being given.
- On-the-Job training generally ranged from four weeks to 24 weeks. Most OJT provided for the JTPA 3% participants lasted from twelve to twenty weeks.
- Classroom training also varied from short-term classes of two weeks up to long-term training of six months.
- Some programs provided a combination of training, in which participants would receive OJT or work experience after they completed classroom training.
- Work experience, for the JTPA 3% participants receiving it, averaged about 16 weeks.

Placement Outcomes for JTPA 3% Participants

Findings:

These findings represent placement outcomes for participants in 23 successful JTPA 3% programs.

Table II-3
PLACEMENT OUTCOMES FOR JTPA 3% PARTICIPANTS

1548 Participants in Survey
1388 Participants Terminated
1032 Participants who terminated found employment.
Entered Employment Rate 74.4%

- One hundred and sixty (160) participants remained on the JTPA 3% program at the end of the program year.
- Three out of every four participants terminated from these successful JTPA 3% programs found employment.
- About three percent of the terminees left the program for health reasons.
- Over three hundred of the participants, or about 22 percent of the total participants terminating from these successful programs left for reasons such as; transportation problems, family responsibilities, moving from the area, lack of desire to complete training, and administrative separation.

Wages

- The average hourly wage obtained at placement by the 1032 placed JTPA 3% participants was $4.56.
- The range of wages obtained by JTPA 3% participants was from $3.35 per hour to $22.92 per hour.

- Over ninety (90) percent of the jobs were at wages of less than $7.00 per hour.
- The average hourly wage for placed participants working full time (35 hours a week or more) was $5.06.
- The average hourly wage for placed participants working part time (less than 35 hours a week) was $4.22.

Occupations

- Ten (10) percent of the participants found employment in professional, technical, and managerial positions.
- About two-thirds of the placements were jobs in three occupations: clerical, sales, and services.
- About 14 percent of the participants found work in skilled or semi-skilled trade occupations.
- The JTPA 3% participants tended towards obtaining full-time, permanent employment.

Table II-4
PLACEMENTS ACCORDING TO
D.O.T. OCCUPATIONAL CATEGORIES

CODE	CATEGORY	NUMBER OF PARTICIPANTS	PERCENT OF TOT.
1	Professional, Technical, and Management Occupations	103	10.0
2	Clerical and Sales Occupations	217	21.0
3	Service Occupations	495	48.0
4	Agriculture, Fishery, Forestry, and Related Occupations	30	3.0
5	Processing Occupations	21	2.0
6	Machine Trades Occupations	20	2.0
7	Bench Work Occupations	61	6.0
8	Structural Work Occupations	52	5.0
9	Miscellaneous Occupations	32	3.0
	Total	1032	100.0

Hours of Work

- Over one-half of the participants were working full time (35 hours or more per week) at placement. The median number of hours of work per week was 35.
- The largest number of participants (392) were working 40 per week.
- About one-quarter of the participants were working 20 hours or less per week.
- Full-time employment tended to result in significantly higher hourly wages than part-time employment. Participants working 35 hours per week at placement, on average, obtained wages 30 percent higher than participants working 20 hours per week.

TABLE II-5

NUMBER OF HOURS OF WORK PER WEEK FOR PLACED JTPA 3% PARTICIPANTS

HOURS PER WEEK	NUMBER OF PLACED PARTICIPANTS (N=866)**	PERCENT OF TOTAL PLACED
Less than 20	54	6.2%
20	169	19.5
21-29	93	10.7
30-34	97	11.2
35	22	2.5
36-39	18	2.1
40	392	45.3
More than 40	21	2.4
Total	866	99.9%

**Hours were reported only on 866 placements out of 1,032 total placements.

Participants Obtaining Full Time Employment

- In order to learn more about the JTPA 3% participants who obtained full time employment (working 35 hours a week or more), the participant characteristics of these individuals are provided in Table II-6.
- Men are much more likely to obtain full time employment. Almost two-thirds of the men placed were working 35 hours per week or more.
- Participants in the younger age group, 55-59, were more likely to obtain full-time employment. Almost 6 out of every 10 placed in this age group were working full time.
- Participants at both ends of the educational ladder (those with an 8th grade education or less and those with college degrees) were more likely to obtain full time employment.

Table II-6
PERCENTAGE OF JTPA 3% PARTICIPANTS PLACED WHO OBTAINED FULL TIME EMPLOYMENT (35 HOURS OR MORE)

CHARACTERISTIC	PLACED PARTICIPANTS WORKING FULL TIME (N=453)	TOTAL PLACED (N=866)	PERCENT OF TOTAL PLACED
SEX			
MALE	239	364	65.7%
FEMALE	214	502	42.6%
AGE			
55-59	284	481	59.1%
60-64	126	270	46.7%
65-69	33	84	39.3%
70 AND OVER	10	31	32.3%
ETHNIC			
WHITE (not Hispanic)	310	566	54.8%
BLACK (not Hispanic)	25	79	31.6%
HISPANIC	100	193	51.8%
ASIAN/PACIFIC ISLANDER	12	19	63.2%
AMERICAN INDIAN/ALASKAN NAT	6	9	66.6%
EDUCATION			
8th grade or less	133	242	55.0%
9th to 11th grade	56	134	41.8%
High school graduate	130	264	49.2%
1-3 years of college	85	146	58.2%
College Graduate/Post Grad.	49	80	61.3%

Note: Data reflects only those placements for which hours were reported.

Placement Outcomes by Age:

- Participants age 70 and over had a lower probability of placement. However, these successful JTPA 3% programs placed six out of every ten participants aged 70 and over who were terminated from the program. The placement rate for participants age 70 and over was 62 percent compared to 74.4 percent for all participants.
- While the participants less than 60 years of age had the highest placement rate, there was not a significant difference in placement rates for participants in the age groups under 70.

Table II-7
PLACEMENT OUTCOMES FOR
JTPA 3% PARTICIPANTS
BY AGE GROUP

AGE GROUP	ENTERED EMPLOYMENT RATE
55-59	77.2%
60-64	72.1%
65-69	72.4%
70 AND OVER	62.0%
TOTAL	74.4%

Placement Outcomes by Sex:

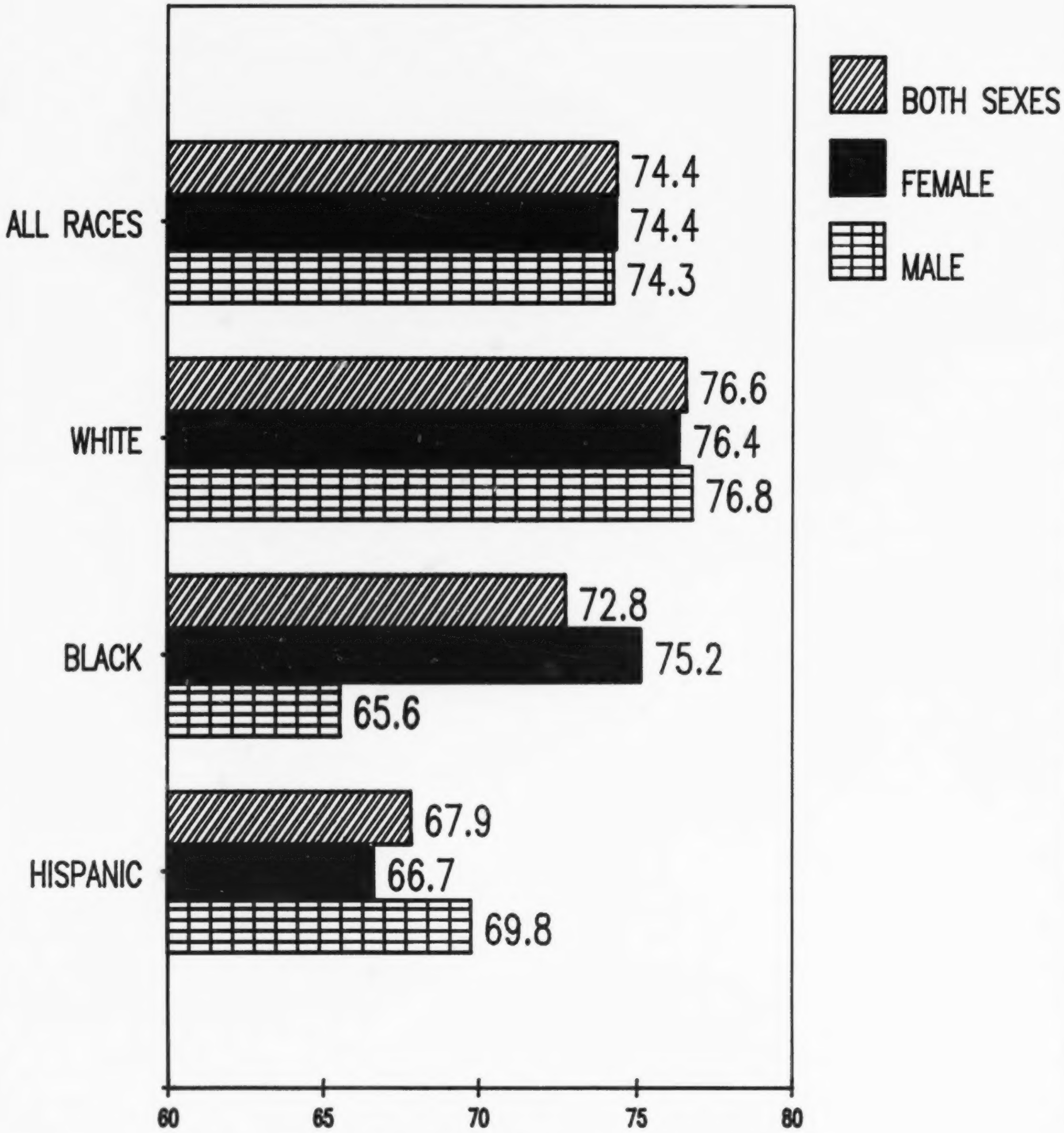
- Males and females were equally successful at obtaining employment. The difference found between males and females were in the type of work they were placed in, their wages at placement, and the number of hours they were working each week.
- The average wage for men placed was $5.08 per hour.
- Wages for men obtaining employment ranged from $3.35 to $22.92 per hour.
- Wages for women placed ranged from minimum wage to $10.00 per hour.
- The average wage for all female participants finding employment was $4.17 per hour, about 82 percent of the average wage for men. In the general work force, women earn about 64 percent of the wages men earn.
- Hours worked per week at placement were 10 percent higher for men than women.
- The majority of women were placed in clerical positions and as home health aides. Another large occupational category for women was retail sales.
- Men were more likely to find employment in technical and managerial positions, skilled labor, and semi-skilled occupations.
- The placements with wages of $10.00 and over per hour were mostly in managerial, technical, and professional positions, and in skilled labor. All of these positions were obtained by men.
- Overall, wages at placement tended to be closely associated with sex, and the number of hours of work. The wages for male participants were, on average, about 20 percent higher than for female participants. Full-time employment resulted in substantially higher wages than part-time employment. Males tended to work longer hours than women.

Placement Outcomes by Race:

- There were only 29 Asian and Pacific Islanders and only 15 American Indians and Alaskan Natives in the survey. This sample size was much too small to draw any conclusions on the placement outcomes for these two groups.
- Black men had the lowest placement rate for any group, but still about two out of every three black men terminated from these programs found employment.
- Black men had a wage at placement averaging $4.50 per hour, about 89 percent of the average wage for all men.
- Black women had a placement rate of 75.2 percent. Their average hourly wage at placement was $3.96, about 95 percent of the average for all women at placement.
- The placement rate for Hispanic men in these successful programs was 69.8 percent. Their average hourly wage at placement was $4.27, about sixteen percent lower than the average wage for all men at placement.
- The placement rate for Hispanic women was 66.7 percent, and the average wage at placement for Hispanic women was $3.86, about 93 percent of the overall average wage for all female participants who were placed.

Figure II-5

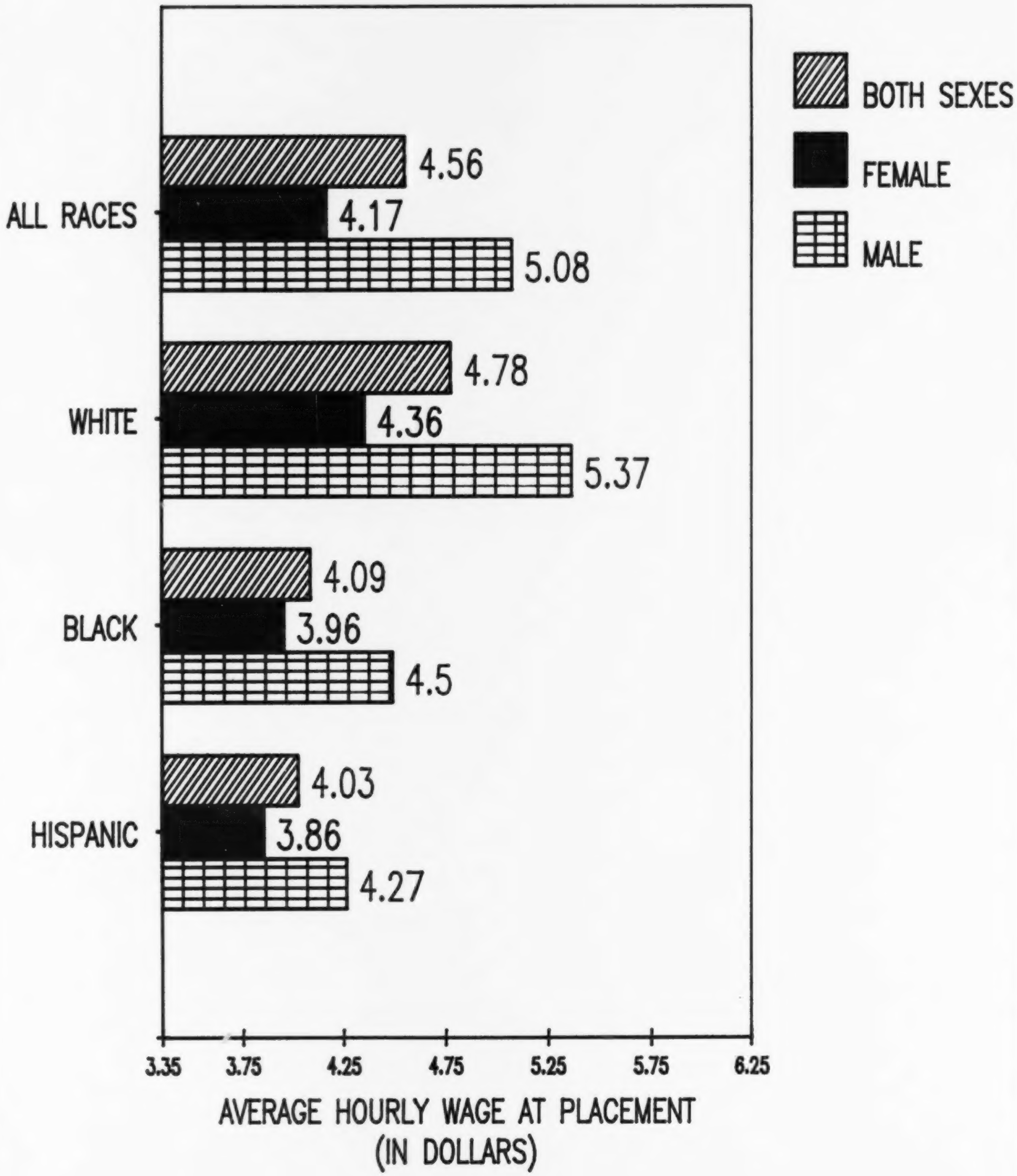
JTPA 3% PARTICIPANT PLACEMENT RATES BY SEX AND RACE



PLACEMENT RATE
(PERCENTAGE OF PLACEMENTS TO TERMINATIONS)

Figure II-6

JTPA 3% PARTICIPANTS AVERAGE HOURLY WAGE AT PLACEMENT BY SEX AND RACE



Placement Outcomes by Education:

- Education was found to have little effect on placement rates. Individuals with an 8th grade education or less have a similar placement rate to participants with a college degree.
- Education, however, was found to have an significant effect on wage at placement.
- The wages of high school graduates were 7 percent higher than high school dropouts.
- Participants with one to three years of college found employment paying wages about 14 percent higher than high school graduates.
- Participants with a college degree were earning wages almost 34 percent higher than high school graduates and about 43 percent higher than those participants who did not complete their high school education.

Figure II-7
JTPA 3% PARTICIPANT
PLACEMENT RATES BY YEARS OF EDUCATION

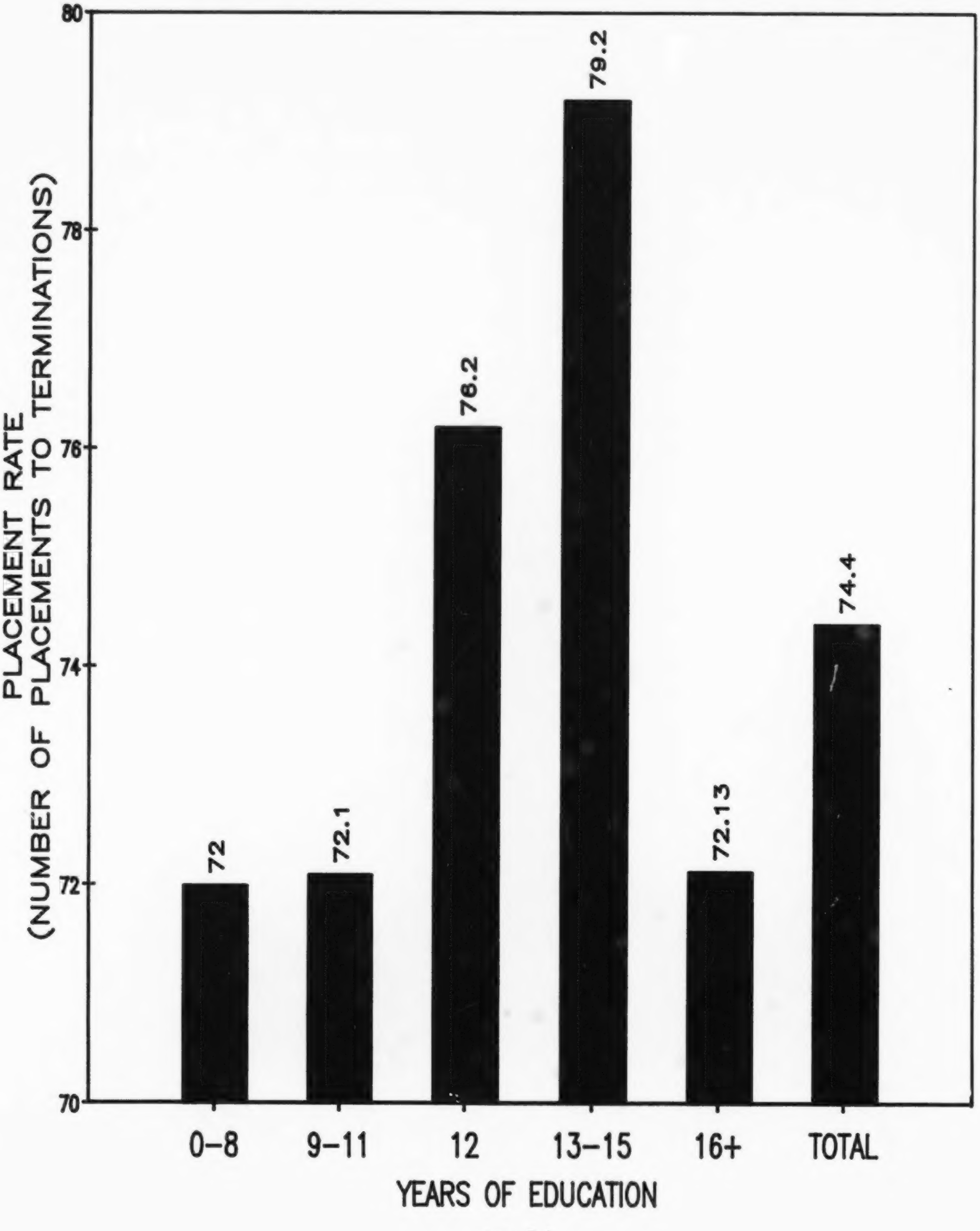


Figure II-8
JTPA 3% PARTICIPANT
AVERAGE HOURLY WAGE AT PLACEMENT
BY YEARS OF EDUCATION

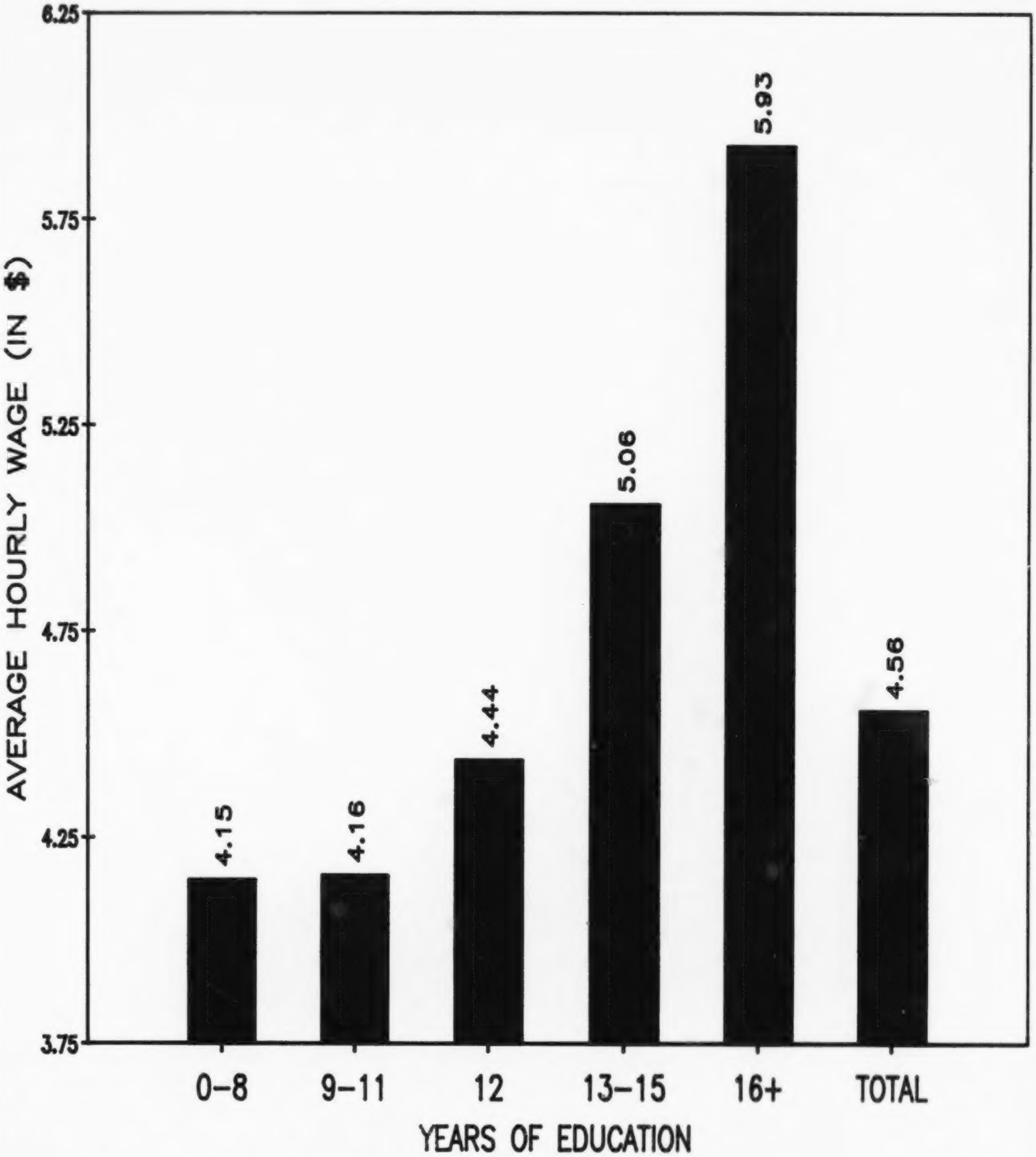


TABLE II-8
DEMOGRAPHIC CHARACTERISTICS OF JTPA 3% PARTICIPANTS

	All Participants		Participants Entering Employment	
Characteristics	Number (N=1548)	Percent	Number (N=1032)	Percent
Age				
55-59	820	53.0%	568	55.0%
60-64	485	31.3%	320	31.0%
65-69	163	10.5%	105	10.3%
70-79	78	5.0%	38	3.7%
80+	2	.1%	1	.1%
Sex				
Male	608	39.3%	405	39.2%
Female	940	60.7%	627	60.8%
Ethnic				
White (not Hispanic)	908	58.7%	625	60.6%
Black (not Hispanic)	283	18.3%	182	17.6%
Hispanic	313	20.1%	193	18.7%
American Indian/Alaskan	15	1.0%	10	1.0%
Asian/Pacific Islander	29	1.9%	22	2.1%
Education				
8th grade or less	441	28.4%	286	27.7%
9-11 grades	278	18.0%	178	17.2%
High school graduate	454	29.3%	313	30.3%
1-3 years college	236	15.3%	167	16.2%
College graduate or more	139	9.0%	88	8.5%

Placement Outcomes by Type of Training:

- Occupational skills training was found to be effective in increasing the placement rate of older workers in general.
- Occupational skills training was particularly effective for minority women. Table II-9 shows that any type of occupational skills training -- On-the-Job-Training, classroom training, and combination training (classroom and OJT) -- improved the placement rate for minority women. Skills training also increased the average wage at placement for minority women by five percent.
- For white women, occupational skills training had mixed results. On-the-Job-Training (OJT) slightly improved the placement rate for white women. White women had a high drop-out rate for classroom training and for combination training, thus the placement rates for these two training methods were lower than the over-all placement rate for white women. Job search skills training was found to be helpful to older white women in securing employment.

Table II-9
Placement Rates for Female Participants
By Type of Training

	All Women	White Women	Minority Women
Total Placement Rate	74.4%	76.4%	71.7%
OJT only	77.1%	77.1%	77.2%
Classroom Training only	71.8%	67.2%	76.0%
Combination Training only	65.45%	61.2%	100.0%
Job Search Skills Training only	73.4%	76.7%	70.8%
Received Other Services only	74.0%	78.0%	64.7%

- Each type of occupational skills training was effective for minority males especially OJT. The placement rate for minority men receiving OJT was 87.5 percent compared to an overall placement rate for minority men of 70.1 percent. (Refer to Table II-10).

- OJT for minority males increased their wages at placement by 20 percent.

- Minority males had a higher than average drop-out rate for classroom training, thus reducing the placement rate for this type of training. However, these successful JTPA 3% programs placed six out of every ten minority men who received classroom training.

- Further research is needed to determine if higher rates of incompletion of classroom training holds true for white women and minority men. If this proves so, the reasons for this occurrence needs to be examined to determine how programs could assist older white women and minority males in successfully completing classroom training.

Table II-10
Placement Rates for Male Participants
By Type of Training

	All Men	White Men	Minority Men
Total Placement Rate	74.3%	76.8%	70.1%
OJT only	81.3%	79.5%	87.5%
Classroom Training only	80.0%	91.3%	64.7%
Combination Training only	94.3%	100.0%	71.4%
Job Search Skills Training only	71.5%	73.4%	69.4%
Received Other Services only	60.8%	64.3%	44.4%

- Over-all, On-the-Job-Training (OJT) was found to have the highest placement rate for the different modes of occupational skills training. The placement rate for all persons receiving OJT was 82.8 percent. These participants had an average wage at placement of $4.76 per hour and were working an average of 33 hours per week.

- Some 837 participants received job search skills training and no other type of training. Of this group, 775 participants left the program, and 563 of them found employment. The placement rate achieved for participants receiving only job search skills training was 72.6 percent. The average wage obtained at placement for these participants was $4.46 per hour. These participants were working, on average, 30 hours per week.

Table II-11
Placement Data for JTPA 3%
Program Participants by Type of Training

	TYPE OF TRAINING			
	OJT	CLASSROOM TRAINING	COMBINED TRAINING	JOB SEARCH SKILLS
Placement Rate	82.8%	73.6%	76.7%	72.6%
Average Wage	$4.76	$4.39	$4.61	$4.46
Average Number of Hours of Work	33	31	33	30

Employers Hiring Older Workers

- Almost 92 percent of the employers hiring older workers were in the private sector.
- Program operators reported that the majority of businesses hiring older participants were small to medium-sized firms. Many were service industries.

Design of Successful JTPA 3% Programs

- Most of the programs successful in placing older workers had a defined system of services using a structured approach in major placement components--assessment, occupational skills training, job search training, job development, and job matching. Within a structured approach, program staff were flexible and able to respond to the special needs of older participants.

Program Models

- Based on these successful JTPA 3% programs, four placement models emerged. These models are: comprehensive employment services, occupational skills training, job development, and job search skills training. Refer to Chapter three for the description of each model.
- Generally, per placement costs were lower for the job search skills training and job development models, but the kinds of services provided to older workers were limited under these models.
- Overall, programs offering comprehensive employment services and occupational skills training provided more services to older workers and generally had higher per placement costs. These programs tended to have a higher average wage at placement for placed participants.

Coordination:

- The majority of these successful JTPA 3% programs were coordinating with Title V Senior Community Service Employment Programs in their service delivery area. Coordination efforts included an established referral process, dual enrollment for individual participants needing both skills training and work experience, and joint participation in employer outreach. In a few cases, SCSEP participants were job developers and placement specialists for JTPA 3% programs.

- Effective programs often locate community resources to provide additional support services for participants.
- Many of the successful JTPA 3% programs were collaborating with educational institutions--community colleges, vocational technical institutions, and adult education programs.

Assessment:

- Assessment was reported by program staff to be the key program component in successful JTPA 3% programs.
- A strong assessment component was found to be an ongoing client-centered process.
- Emphasis during assessment was found in most programs to be on goal setting and goal attainment for participants.
- Many of the successful JTPA 3% programs used individual and/or group counseling to deal with issues that might be barriers to employment for older workers.

Occupational Skills Training:

- Programs emphasizing occupational skills training most often acted as "brokers" to obtain appropriate classroom training for participants through the formal education system.
- Programs using customized training did so to meet the needs of specific employers, often with employer input and involvement in the training.
- Most programs providing skills training emphasized training to upgrade present skills or teach specific new job skills.
- Effective programs were found to offer "high support" from program staff for participants during training.

Job Development:

- Program staff were found to be a key to successful job development. Staff who were well trained in the job development process and knowledgeable about the general labor market in their area were most effective.
- Interpersonal relationship skills facilitated the job development work with participants and employers.
- Job development was individualized with a focus on knowing each participant and his/her employment goals.
- Personal contact with employers to learn about their needs was an on-going process.

Follow-up:

- Many of these successful JTPA 3% programs with a high placement rate used the follow-up process to obtain employment information, but also to resolve any problems that might interfere with the continued employment of former participants.
- Some of the successful JTPA 3% programs had developed a comprehensive follow-up system including contacts with former participants up to 12 months after termination from the program.

CHAPTER III

A MENU OF SERVICE OPTIONS: JTPA 3% PROGRAM MODELS AND CASE STUDIES

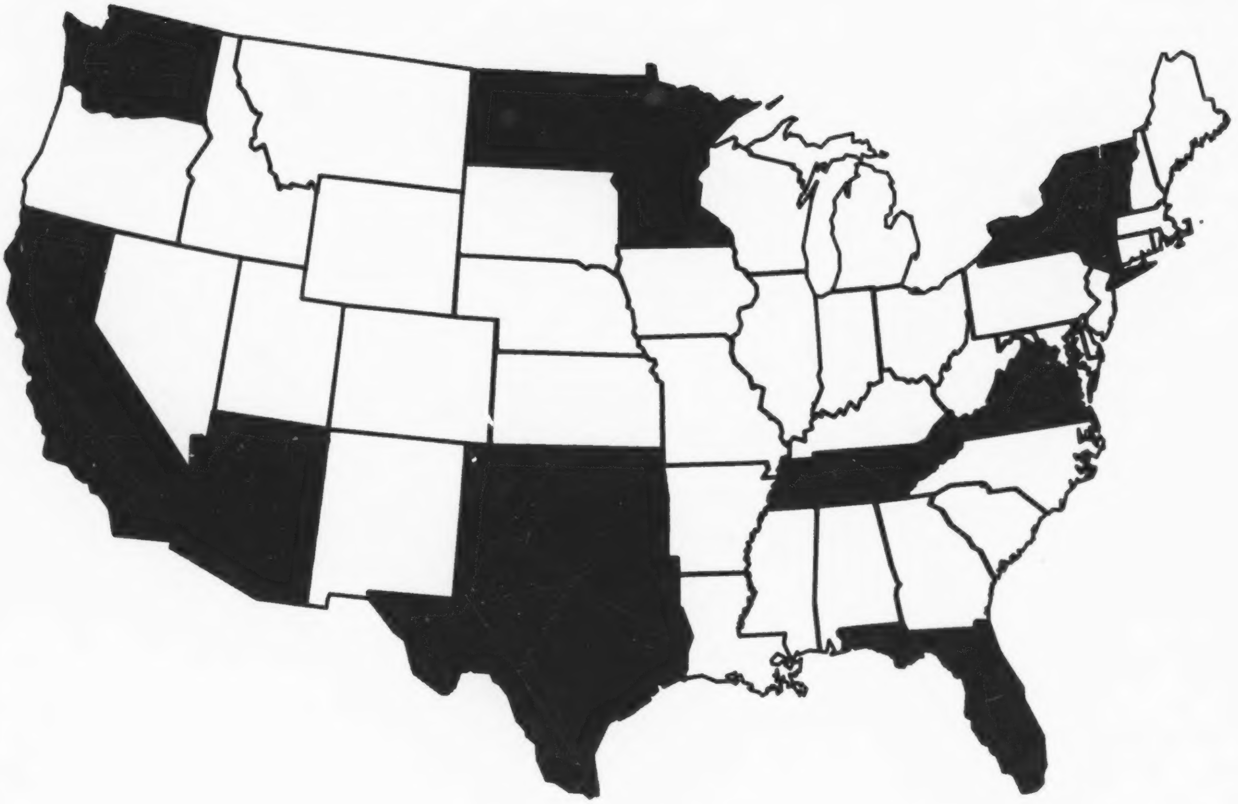
As NCBA researchers visited JTPA 3% programs in various states, it became apparent that while there were many common elements in the programs, different strategies were being used to place older workers into private-sector jobs. Four program models emerged from these different strategies. These models will be presented in this chapter with several case studies of JTPA 3% programs representing each model.

The four JTPA 3% program models described in sections B, C, D, and E of this chapter are:

- Comprehensive Employment Services Model;
- Occupational Skills Training Model;
- Job Development Model; and
- Job Search Skills Training Model.

FIGURE III-1

JTPA 3% OLDER WORKER PROGRAM CASE STUDIES



A. THIRTEEN WAYS OF GETTING BETTER: THE CASE STUDIES

The following thirteen case studies describe a selection of successful JTPA 3% programs for older workers in twelve states. NCBA researchers visited 23 JTPA 3% programs in Arizona, California, Florida, Minnesota, New York, Oklahoma, South Dakota, Tennessee, Texas, Vermont, Virginia, and Washington. (These states are shaded on the map on the prior page.) These sites were chosen to reflect the diversity of the United States in terms of race, economic status, educational level, employment opportunities and other factors.

Projects ranged in size from 11 participants to over 390 participants. Most of the projects served between 60 and 80 participants. Funding for the projects ranged from a low of $17,000 to a high of $543,000. A few projects had JTPA 3% funds supplemented by state and local funds or from the regular JTPA Title IIA program.

Program operators included private non-profit organizations, a private for-profit corporation, county governments, Area Agencies on Aging, Service Delivery Areas (SDAs), Private Industry Councils (PICs), Job Service, and one State agency working with a consortium of community colleges and vocational education institutions.

The economic environment in which these programs operated varied considerably from areas of economic growth with unemployment rates as low as four percent to areas of economic stagnation or decline with unemployment rates as high as 25 percent. The industrial base of the sites included agricultural areas, weak due to the farm crisis, areas with a concentration of high technology firms, service-based economies and traditional manufacturing areas.

The ethnic composition of the projects ranged from all white to all black. However, the majority of projects had participants from different ethnic groups--Whites, Blacks, Hispanics, American Indians, Asians and Pacific Islanders, generally reflecting the characteristics of the older population in the communities they were serving.

The average participant in these programs had less than a high school education. In some programs, the average level of educational attainment was less than ninth grade. For instance, in the JTPA 3% program operated by the Crater District AAA in Petersburg, Virginia, over three-fourths of the participants had not finished high school, and about half had not completed elementary school. Several projects had many college graduates and persons with advanced degrees--professionals who had lost their jobs when businesses relocated or closed.

These case studies include projects located in urban areas like Seattle, Washington, in small rural communities like Algood, Tennessee, and some in suburban areas like Richfield, Minnesota. Many projects served one city or county, while a few served large multi-county areas.

The diversity in the programs, environments, and people served are reflected in these thirteen case studies which were developed from interviews of program staff and information gathered during on-site visits. Interview discussions focused on program management, recruitment methods, assessment techniques, types of training, and placement assistance provided to older workers. In addition, methods of establishing effective linkages and good working relationships with other agencies and organizations, both public and private, were explored.

Each case study describes key program components for that particular project; the management structure and staffing, funding level and operational environment. Statistics on program participants are provided for each case study. These statistics were obtained by gathering individual data on each participant served by the JTPA 3% project in Program Year 1985, beginning July 1, 1985, and ending June 30, 1986.[1] Not every program operated on that exact schedule; however, most of the performance data reflect program activities within this time frame.

The individual data gathered included the participant characteristics: age, sex, education, ethnic background; services obtained during participation; and the reason for termination. Information collected on each placement included the occupational category, hourly wage, hours worked per week, and type of employer (public or private).

These case studies are presented to provide practitioners with information on programs that have successfully placed older workers into private-sector jobs. They are written in an informal style and are not technically oriented in the sense of a program analysis and evaluation.

General information on the four program models is provided in the next section. The case studies follow the appropriate program model.

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[1] The data given with the case study may not always be identical to the statistics given in a program's annual report, because if information on a participant was not complete or not usable, it was not included in the aggregate data for the study.

1. JTPA 3% Program Models

All of the JTPA 3% programs included in the NCBA study of job placement systems were highly successful in placing older workers in unsubsidized employment -- placement rates ranged from 58 percent to 87 percent. However, these programs operated in a variety of settings, served diverse participant groups, and chose a wide range of approaches to providing services. To further assist those interested in initiating or improving existing older worker placement efforts, the programs studied have been divided into categories called "models."

The models are intended to provide guidance for operating older worker programs in differing organizational and economic settings and at various funding levels rather than providing definitive type casting for JTPA 3% programs. Many of the programs listed under one model, in fact, have elements of one or more of the other models and all have many attributes in common. For instance, they had well-qualified staff firmly committed to the idea that older workers can and should be placed in unsubsidized jobs.

These models with the accompanying case studies can be used by practitioners in program planning and development, program implementation, and evaluation. Practitioners can use the case studies to examine ways to enhance current program services to older adults or for new ways of providing training and placement assistance. The program director or staff specialist is listed for each case study for practitioners who desire more information.

As placement strategies were reviewed, four models emerged based on the program emphasis, strategies and services used to place older workers. These are:

- Comprehensive Employment Services Model;
- Occupational Skills Training Model;
- Job Development Model; and
- Job Search Skills Training Model.

All four models have some of the same components, and all have the same program goal--to assist older workers in finding employment in the private sector. The services provided under those models are fairly traditional in the employment and training field; what is different is that they are being implemented solely for older workers. This provides the opportunity to explore the models in terms of how they meet the employment needs of older adults, what the potential placement outcomes are, and what information is needed for program operators interested in replicating the model.

The case studies are presented in the section describing the model they best seem to represent. Programs rarely have all the characteristics of a particular model, so major service strategies were used to classify them.

The introduction for each model discusses general elements of the models, the potential outcome of the model, and information needed for program operators who may be interested in replicating the model. The case studies for that model follow.

Figure III-2 on the following page shows the progression of the JTPA 3% Program Models. The Job Search Skills Training is the simplest model to implement, and each model increases in difficulty as one moves up the pyramid. The advantages and limitations of each model are discussed under the section describing the particular model.

Figure III-2

Progression of JTPA 3% Program Models

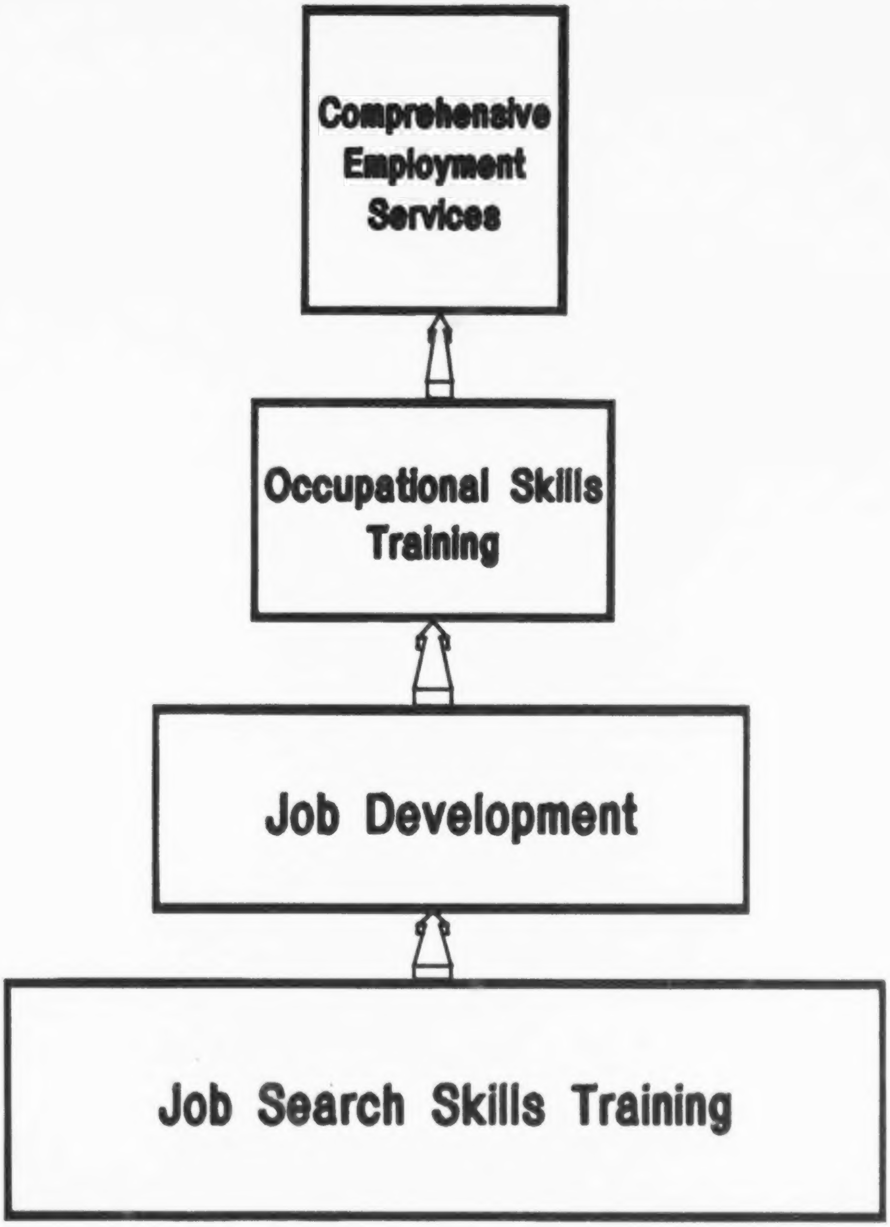

Comprehensive Employment Services
Occupational Skills Training
Job Development
Job Search Skills Training

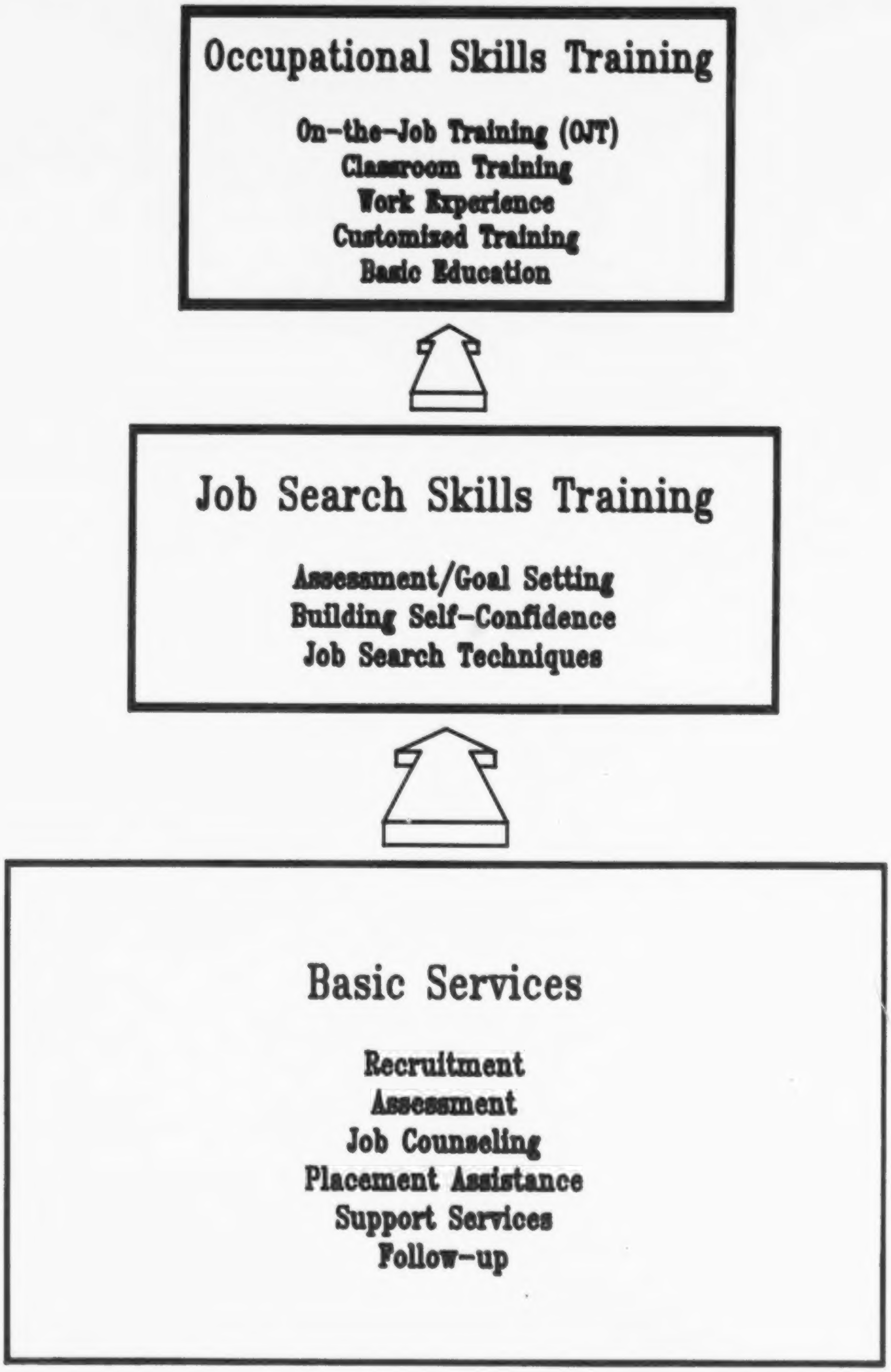
Figure III-3 on page III-10 presents the building blocks for the JTPA 3% Program Models. Each model includes the basic services that are usually provided in any employment program for older workers. These are recruitment, assessment, job counseling, placement assistance, support services, and follow-up. The amount and kind of support services provided often vary extensively among programs, but all programs offer some type of support services.

The second block describes the key elements of job search skills training. These are self-assessment activities with emphasis on goal setting; building the confidence of the participants; and the teaching of specific job search techniques so participants can initiate their own job search plan.

The third block that adds on to basic services and job search skills training is occupational skills training. Occupational skills training includes on-the-job training (OJT), classroom training, work experience, customized training, and basic education remediation.

Figure III-3

Building Blocks for Models



Occupational Skills Training

On-the-Job Training (OJT)
Classroom Training
Work Experience
Customized Training
Basic Education

Job Search Skills Training

Assessment/Goal Setting
Building Self-Confidence
Job Search Techniques

Basic Services

Recruitment
Assessment
Job Counseling
Placement Assistance
Support Services
Follow-up

Figure III-4 on the following page provides additional information on the Comprehensive Employment Services Model. This model provides many and varied services to special groups of older workers. The organizations providing comprehensive employment services are usually large and have multi-funding sources to provide a wide range of services. This model is described in more detail in Section B of this chapter.

Table III-1 on page III-13 describes the general benefits to older workers for each program model.

Figure III-4

Comprehensive Employment Services

An integrated system of services designed to meet the special needs of older workers.

Services offered by the other models are provided in addition to the following services for special groups.

Dislocated Older Workers

Development of Employment Plan
Skill Competency Assessment
Relocation Assistance

Displaced Homemakers

Extensive Counseling Services
Nontraditional Work Exploration
Career Development
Emergency Assistance

Fee Program for Workers Ineligible for Other Programs

Resume Design
Formal Career Counseling/Testing
Use of Job Bank

TABLE III-1

BENEFITS OF JTPA 3% PROGRAM MODELS	
MODEL	BENEFITS
Comprehensive Employment Services	Focus is on meeting a wide range of client needs. Programs use multi-funding sources to accomplish this. Serves many different client groups. Offers a variety of program services.
Occupational Skills Training	Emphasis on upgrading current skills and teaching new skills.
Job Development	Program emphasis is on direct placement assistance. Fast track nature for participants desiring immediate employment without training.
Job Search Skills Training	Focus is on teaching participant how to find a job. Responsibility of securing employment is placed on the participant.

2. A Matrix for JTPA 3% Program Case Studies

For easy reference to the case studies, Table III-2 on the following page provides a matrix of the JTPA 3% program case studies denoting the type of organization that operated the program, the model type, and the program components that were emphasized in the case study. For instance, JTPA 3% programs that also operate a Title V Senior Community Service Employment Program are noted in case study number 1, 2, 3, 10, 11, and 13.

For practitioners interested in extensive follow-up systems, refer to Case Study number 3, 7, and 12.

3. A Profile of JTPA 3% Program Case Studies

Table III-3 on page III-16 for a reference guide to the geographic environment, unemployment rate, number of participants served, funding level, and placement rate of each program featured in a case study.

Table III-2

A MATRIX OF JTPA 3% PROGRAM CASE STUDIES

Case Study	Type of Organization	Model Type	Operates Title V SCSEP	Emphasis on Coordination	Outreach and Recruitment	Comprehensive Assessment Process	Occupational Skills Training	Job Search Skills Training	Extensive Follow-up System
#1	SDA	Comprehensive	X			X	X	X	
#2	Non-profit Organization	Comprehensive	X		X	X	X	X	
#3	Non-profit Organization	Comprehensive	X	X	X		X	X	X
#4	Non-profit Organization, Job Service, and PIC	Comprehensive		X	X	X	X	X	
#5	County Government	Occupational Skills Training		X	X	X	X	X	
#6	State Government Agency	Occupational Skills Training		X	X		X	X	
#7	Non-profit Organization	Occupational Skills Training			X		X	X	X
#8	Profit-making Business	Job Development		X	X		X		
#9	City Government	Job Development		X	X		X	X	
#10	AAA	Job Search Skills Training	X	X	X			X	
#11	Non-Profit Organization	Job Search Skills Training	X		X			X	
#12	Vocational Technical Center	Job Search Skills Training			X	X		X	X
#13	Non-Profit Organization	Job Search Skills Training	X		X	X		X	

SDA=Service Delivery Area AAA=Area Agency on Aging PIC=Private Industry Council

TABLE III-3

A PROFILE OF JTPA 3% PROGRAM CASE STUDIES

Case Study	Program Environment	Unemployment Rate	Number of Participants	Funding Level	Placement Rate
#1	Rural	12.0%	70	$137,000	86%
#2	Urban/Suburban	7.6%	81	92,000	76%
#3	Rural	6.2%	184	178,000	61%
#4	Urban	4.4%	112	194,000	83%
#5	Rural	9.1%	39	22,509	77%
#6	Urban	6.5%	62	100,000	74%
#7	Rural	14.0%	63	107,627	68%
#8	Urban	4.9%	78	78,000	85%
#9	Urban	5.4%	122	114,000	84%
#10	Rural	9.4%	50	41,960	84%
#11	Urban	7.4%	57	59,980	75%
#12	Suburban	4.4%	137	142,675	79%
#13	Suburban	6.4%	79	160,000	84%

B. COMPREHENSIVE EMPLOYMENT SERVICES MODEL

The Comprehensive Employment Services Model emphasizes an integrated system of employment and training services to meet the employment and training needs of older participants from different groups. Because of their life experiences and circumstances different groups -- displaced homemakers, older workers laid off from jobs, retired persons not able to live on their pensions, and the long term unemployed, and those who have had a lifetime of poverty -- have varied and special needs.

Four organizations visited during the study attempted to respond to these varying needs by providing a comprehensive system of employment and training services. These organizations were the Upper Cumberland Human Resource Agency located in Algood, Tennessee; the GROW program of the Regional Council on Aging in Rochester, New York; the Vermont Associates for Training and Development with its headquarters in St. Albans, Vermont; and the Silver Quest Program operated by the Professional Employment and Training Services of Clearwater, Florida.

The case studies show the similarities and differences within these organizations and their programs. The major differences among these four organizations are the size of the organizations and the age groups they are serving. One offers employment and training services to youth and young adults as well as to mature and older workers, another offers placement services to persons aged 45 and over, and a third provides employment and training services only to the population aged 55 and over. Three of the organizations were Title V Senior Community Service Employment program operators in addition to being JTPA 3% service providers.

Generally, each organization developed programs and services based on the characteristics and needs of the population they will serve, and to complement, and enhance on-going programs of the organization. Pat Elmer, Executive Director of Vermont Associates for Training and Development said, "We wanted a shelf of services to offer older workers to meet a variety of needs."

CHARACTERISTICS OF THE MODEL. The key word for describing the Comprehensive Employment Services Model is "integrated." These programs offer many and varied employment and training services, while maintaining a flexibility in their system to allow access between programs and services maximizing the benefit for participants.

Strong institutional support for obtaining funding from a variety of sources to provide diverse services and for operating programs with different rules, regulations, and requirements also characterize this model.

Inherent in this model is the ability of the sponsoring organization to be flexible and have the staff expertise to work within the confines of different program and fiscal requirements. The importance of a well-maintained management information system (for documenting program eligibility and the costs of services) increases as new programs and services are added.

Sufficient time is needed to develop the organizational capacity and expertise to seek new funding sources. Generally, organizations using this model approach started small and slowly developed new programs and services. For instance, the GROW program of the Regional Council on Aging in Rochester, New York, first offered employment services through a small foundation grant in 1974.

In operating programs under this model, it is vital for the project staff to be well-informed of all programs and services and for management to ensure continual coordination between staff of the different programs.

Participant assessment served as a key component of this model because of the importance of determining the appropriate programs and services to assist the older person in finding employment. To make this determination, a comprehensive evaluation of the participant's skills, abilities, and interests is completed along with counseling and self-assessment necessary for the participant to decide on employment goals.

These programs tended to offer the broadest range of employment and training services including occupational skills training through classroom and customized training, on-the-job training (OJT), job search skills training, job counseling, placement assistance, support services, and follow-up.

This model is most difficult to implement because it requires an established organization with flexibility and managerial support for adding new programs as well as a staff that can develop new programs, locate and secure the needed funding, and have the programs operating within a generally very restricted time frame. Organizations with these characteristics should not be discouraged from attempting this model, as it can be built in a systematic fashion based on organizational and participant needs. Growth can be stopped when a further expansion might jeopardize the quality of the programs already in operation.

Table III-4 on page 21 provides the performance outcomes for the four programs discussed under the Comprehensive Employment Services Model. The performance outcomes of the different programs are affected, of course, by the economic environment of the area served, labor market wage factors, funding levels, and the characteristics of the JTPA 3% program participants. Thus these performance outcomes are not presented for comparing one program with another but to show the trend for placement rates, average wages, and costs within the model.

Table III-4

JTPA 3% Comprehensive Employment Services Model

Placement Outcomes					
No.	Case Study	Placement Rate	Average Wage at Placement	Average Number of Hours	Average Cost Per Placement
1	Algood, TN	86%	$3.89	34	$2,490
2	Rochester, NY	76%	$4.90	31	$1,559
3	St. Albans, VT	61%	$4.59	31	$1,865
4	Clearwater, FL	83%	$4.67	33	$2,256

STRUCTURE

Model is effective for large organization offering a wide range of services. Organizations often begin small and expand as new services are developed and funding for new programs is obtained.

ESSENTIAL ELEMENTS

Staff expertise with strong organizational support to obtain multifunding for diverse services.

Organization must be able to operate programs with different rules, regulations, and funding requirements.

System of services must be flexible to address the special needs of individual participants.

LIMITATIONS OF MODEL

Performance for each program can be adversely affected and participants poorly served if the organization does not have the capability to operate diverse programs.

Participants may not have access to varied services if the system is not flexible.

MODEL I: COMPREHENSIVE EMPLOYMENT SERVICES MODEL

Program Emphasis:	Providing a system of services to meet the special employment and training needs of different groups of older workers.
Key Services:	Assessment o Comprehensive evaluation of participant's skills, abilities, and interests; o Deciding on appropriate program and services to help participant obtain employment; o Wide range of support services and training options.
Other Services:	Occupational Skills Training On-the-Job Training Job Search Skills Training Job Counseling Placement Assistance Support Services Follow-up

UPPER CUMBERLAND: FULL SERVICE IN RURAL TENNESSEE
ALGOOD, TENNESSEE

"That place operates like a well-oiled service delivery machine. They do it all," an observer from another part of Tennessee said of the Upper Cumberland Human Resource Agency. "It's not just that they have all of these services together in one agency. It's that they make them all work so smoothly together to deliver the goods."

The agency, which serves fourteen rural counties in North Central Tennessee, operates 18 different human resource programs for all age groups providing transportation, nutrition, and day care services, job training and placement. Particularly noteworthy is the extensive rural transportation network established by the agency to serve the special needs of the area's residents.

The JTPA 3% Older Workers program, which was the focus of special attention in this study, features comprehensive services, intensive assessment and counseling, and resourceful job development techniques. During the 1985-86 program year, the JTPA 3% program served 75 participants of whom 70 were included in this survey. Fifty eight of these 70 participants left the program; fifty found jobs working an average of 34 hours per week. Thus, the program obtained a placement rate of 86 percent.

The agency also has two Title V Senior Community Service Employment Program contracts and, other Job Training Partnership Act (JTPA) programs in addition to the JTPA 3% program for training older workers.

Integration of the agency's Title V activities with other JTPA activities is emphasized. The Older Workers program is used to provide supplemental training and placement services for those Title V participants who need such services and in turn uses the training resources available from the regular JTPA programs. Dual enrollment and transfer among these various programs is used, whenever appropriate.

The agency's Title V program placed a high priority on placement independent of the JTPA 3% program so that only those with special needs were referred to the JTPA program, according to the staff. The two Title V contracts had a total authorized slot level of 90 positions in the 1985-86 program year. Fifty-six individuals, or 62 percent of the authorized positions, were placed in unsubsidized jobs during the year.

Both the JTPA 3% program and the Title V programs are able to achieve high placement rates in part because five Title V participants have been designated as job developers for outlying counties in order to supplement the agency's own staff of job developers.

THE SETTING. The North Central portion of Tennessee served by the Upper Cumberland Human Resource Agency is an area of forested mountains and hills, extensive man-made lakes along the Cumberland

River, isolated towns, and small farms.

The fourteen counties of the area have an average population of about 16,000 people with the largest county having a little over 47,000. The area, which is about twice the size of Rhode Island, is divided approximately in half by its major transportation artery, Interstate 40, which runs through Cookeville, the largest community in the area with approximately 20,000 people.

Nearly 98 percent of the area's 227,000 people are whites, primarily of English stock. Only about two percent of the people are black and there are very few members of other minority groups in the area. Nearly a quarter of the population is considered below the official poverty guidelines.

The area has a large older population with about a quarter of the people being 55 years old or older compared to a national average of 20 percent. Twenty percent of the older population, or about 16,000 individuals, is officially listed as living in poverty.

The area's economy has been based traditionally on agriculture and light manufacturing. The area's narrow valleys are dotted with small farms whose main products are tobacco, cattle, soybeans, and nursery products. This type of farming was never especially profitable and the recent farm crisis has exacerbated the dislocation of many of the area's marginal farmers. According to the staff, Putnam County, in which Cookeville is located, had the second highest number of dislocated farmers in the state of Tennessee.

The other base of income for the area has been small manufacturing establishments, especially clothing and textile manufacturing, which have been hard hit by overseas competition. As a result of these declines in local main-stay industries, the unemployment rate in the area is high, averaging over 12 percent compared to a state rate of 8.5 percent.

Nevertheless, Upper Cumberland staff voiced optimism about the economic situation as growth has occurred in new manufacturing, tourism, and services. The rapidly growing central Tennessee area around Nashville, 100 miles to the west of Cookeville, was beginning to have its impact on the Upper Cumberland area.

Four different manufacturing plants had significantly expanded operations in the past year and the impact of the major Nissan truck and Saturn automobile plants located in Central Tennessee was expected to be felt as more suppliers for these establishments locate in the towns of the Upper Cumberland.

Tourism also benefitted from the growing population of Central Tennessee seeking relief from the heat in the cool mountains of the area with its numerous parks, recreation areas, and lakes. The primary beneficiaries of the increase in tourism have been retail establishments, hotels and motels, and restaurants. These in turn generate a demand for a variety of services.

THE UPPER CUMBERLAND HUMAN RESOURCE AGENCY. By state law, Tennessee is divided into nine Development Districts, each operating under the direction of a local council of elected officials. Unlike the case in some other states where such agencies are restricted to area-wide planning functions, the Tennessee Development Districts provide direct services to the residents and businesses of their areas.

The Upper Cumberland Development District operates through two major agencies -- an Economic Development Agency and the Human Resource Agency -- both of which report to the same board of directors.

The Human Resource Agency was established in 1976 and now operates with a $9 million budget out of headquarters located in Algood in Putnam County, but provides services at a variety of sites throughout the District. Services are provided through four major divisions: Transportation/Nutrition, Community Services, Manpower, and Special Employment Programs.

The services provided by the Human Resource Agency include: transportation, day care, weatherization of homes, low income energy assistance, nutrition services for the elderly and others, health services, homemaker services, housing assistance, commodity distribution, and a variety of other community services in addition to the employment and training programs.

The agency has the philosophy and practice of providing integrated services so that the various programs offered by the Agency enhance one another. Of particular note is the Agency's extensive transportation network for low income and elderly individuals. The agency maintains a fleet of 45 vans with drivers, maintenance staff, and administrative personnel.

The transportation system covers all 14 counties and provides over 240,000 trips a year for 11,000 individuals, according to the Agency's latest annual report. This system makes it possible for low income individuals without access to private transportation to avail themselves of the range of services offered by the agency and, for a small fee, to use the system to get to work, for medical appointments, and for other activities. The $1 million system is supported by a variety of funding sources and generates income of its own.

EMPLOYMENT PROGRAMS. In the employment field, the Agency began administering Title V Senior Community Service Employment Programs in 1977. It now operates Title V programs under contract with the Tennessee Commission on Aging (TCOA) and the National Council on Aging (NCOA) with a total budget of $465,000 and 90 slots.

In 1983, the District was designated by the Governor as the administrative entity and grant recipient for a JTPA Service Delivery Area covering 13 of the 14 counties in the region. (The SDA lines were drawn on a different basis than those of the Development Districts but in Upper Cumberland they nearly coincide.) The Private Industry

Council which supervises the SDA activities is also part of the Development District organization.

As the SDA administrative entity, the Human Resource Agency is responsible for the delivery of all JTPA services in the area including programs for low income youth and adults (Title IIA), summer youth jobs (Title IIB), dislocated workers (Title III), education linkages (8 percent funds), and older workers 3% funds. (NOTE: In many states only the Title IIA and Title IIB funds are automatically allocated to the SDAs.) Total JTPA funding amounts to $3.7 million of which $137,000 is set-aside for the JTPA 3% activities for older workers.

Both Title V programs and the JTPA 3% program are administered within the Special Employment Programs (SEP) Division whose director described the programs as being "totally inter-related." These programs are closely integrated with the other SEP activities and with those of the Manpower Division which is responsible for the majority of JTPA activities. For example, there is a single assessment unit for all employment program participants, regardless of the source of funding for the services the participants are to receive.

Participants also have access to all services provided by the Agency, for which they meet the eligibility criteria (i.e., nutrition, transportation, and counseling).

PROJECT STAFF. The relatively small JTPA 3% project budget, the JTPA limitation on administrative costs (approximately $6,500), and the agency's integrated approach to the delivery of services has led the director of Special Employment Programs to divide responsibilities for the Older Workers program among a number of staff, many of whom have other responsibilities as well.

The SEP director provides general direction and assures coordination with other agency programs. The SEP coordinator handles budgets, proposals, reports, and other SEP administrative matters. Certification of eligibility for JTPA participants, including older workers, is handled by the Agency certification unit which is organized separately from SEP.

The actual delivery of services to program participants is the responsibility of a Manpower Service Delivery Representative/-Counselor. This person provides or coordinates intake, counseling, referral to training, and job development. Two enrollee counselors, who also work with Title V participants, assist the Manpower Service Delivery Representative in counseling and job development activities. These two counselors also have primary responsibility for counseling and job development for Title V participants.

ASSESSMENT. The Agency places a high priority on formal assessment for all employment and training participants including those in the JTPA 3% older workers program. Approximately sixteen hours is spent on special testing and counseling to determine participant skills and interests.

A battery of tests is administered to each participant, the results evaluated, and the participant provided with a chance to review the results with a trained counselor.

The heart of the assessment process is a computerized system called APTICOM. The APTICOM system leads participants through a series of exercises to help them understand their aptitudes, interests, and educational skills better. According to staff, the system is non-threatening and easy to use even by persons with low reading ability. The system provides a listing of the results of the exercises and makes job recommendations based on the participant's characteristics and interests.

Staff emphasized that the exercises are administered and evaluated in a client-centered environment. The client's strengths, rather than their weaknesses, are emphasized in the counseling that each participant receives after using the system. They also noted that the system is helpful in getting the participants to clarify their own interests and values in relation to work. The fact that many of the older participants are functionally illiterate does not seem to reduce the value of APTICOM.

Various other assessment tools are also used for specialized purposes. For instance, those who are interested in adult basic education courses leading to a General Equivalency Degree (GED) take a more academically-oriented test to determine their level of preparedness.

TRAINING. The Agency offers a full range of training options to older workers in the program. However, relatively few of the participants are involved in GED preparation or on-the-job training, because there is little demand for such training from the participants, according to staff. Work experience is not provided directly by the JTPA program but applicants who appear to need such experience are enrolled in the Title V SCSEP Program.

About 40 percent of the participants are involved in occupational skills training. The Agency has developed two short-term training programs for older workers. "Companions for Recovery," is a 60-hour course for training home health aides that is provided throughout the area and uses professional nurses, nutritionists, first aid experts, and others to provide the training.

Additionally, a course in "housekeeping", used to prepare participants to work in public and institutional settings, was developed by the Agency and is being conducted by the local vocational-technical college. Furthermore, participants may enroll in a variety of occupational training programs available to JTPA participants in the service delivery area.

About three fourths of the JTPA 3% participants are enrolled in the Agency's "Job Shop," a structured self-directed job search training program. The Job Shop utilizes standard techniques in teaching interviewing skills, resume preparation, and methods for locating job openings. The program is supplemented by the work of the Agency's job developers including the five Title V participants working in the outlying counties.

JOB DEVELOPMENT AND RELATIONS WITH EMPLOYERS. Since most of the employers in the area are relatively small businesses or public agencies with few employees, the Agency concentrates on tracking job openings as they occur and making sure that participants move quickly to apply. Agency staff said that the Title V job developers were particularly good at knowing when there are jobs available at local stores, or when a neighbor is in need of the services of a home health aide.

PARTICIPANT CHARACTERISTICS. The program served a slightly higher number of men in comparison with older worker programs around the country--42 percent. Almost two thirds of the participants were between 55 and 59 years of age and a little over a quarter were aged 60 to 64. Although there were relatively few participants over 65 (about 10 percent), all of these individuals entered unsubsidized employment. As is reflective of the population of the area, almost all of the participants were white.

Sixty percent of the participants had never completed high school and nearly half (47 percent) had never even attended high school. About 12 percent of the participants had at least some college and the remaining 28 percent had completed high school.

Only ten of the 70 participants studied were employed at the time of enrollment in the JTPA 3% program, and few (only four) were receiving any type of public assistance.

The following page provides a composite of the participant characteristics of the Upper Cumberland JTPA 3% program in Algood, Tennessee.

CASE STUDY #1

JTPA 3% PROGRAM PROFILE

Participant Characteristics Algood, TN

Total Served: 70

Age	Number	Percent
55-59	45	64%
60-64	18	26%
65-69	3	4%
70-79	4	6%
80+	0	0%
Total	70	100%

Average Age: 59
Age Range: 55 to 71

Sex	Number	Percent
Male	30	43%
Female	40	57%
Total	70	100%

Ethnic Group	Number	Percent
White (not Hispanic)	69	99%
Black (not Hispanic)	1	1%
Hispanic	0	0%
American Indian	0	0%
Asian/Pacific Islander	0	0%
Total	70	100%

Education	Number	Percent
8th grade or less	33	47%
9th to 11th grade	9	13%
High School Graduate	20	28%
1-3 yrs. of College	6	9%
College Graduate	2	3%
Total	70	100%

Employed at Enrollment	Number	Percent
Female	6	60%
Male	4	40%
Total	10	100%

PLACEMENT OUTCOMES. This survey included 70 participants of the JTPA 3% program served during the 1985-86 program year of whom 58 left the program. Fifty, or 86 percent of those who left the program for any reason, got unsubsidized jobs. The others either refused to continue in training or left for personal reasons such as health problems or to relocate.

The majority of the 50 participants finding jobs were in sales, home companion jobs, clerical work, service occupations in small businesses, machine operators and other factory work. The average hourly wage at placement for these 50 people was $3.89. These participants were working from 15 to 45 hours per week, with an average work schedule for the 50 participants of 34 hours per week. Employment increased the average annualized income for the placed participants by $6,878, while the cost per placement was $2,490.

The hourly wage at placement ranged from $3.35 to a high of $8.84. The average wage obtained by male participants was slightly higher than female participants, $4.06 and $3.76 respectively.

Eight participants received on-the-job training, with all but one of these individuals being placed. These seven participants had an average wage at placement of $3.87 per hour for an average of 36 hours per week.

The following page provides a chart on the placement outcomes for the Upper Cumberland JTPA 3% Program in Algood, Tennessee.

Below is the name and address of the contact person for further information.

Contact Person: **Janet Hooper**
Director
Special Employment Programs
Upper Cumberland Human
Resource Agency
150 West Church Street
Algood, TN 38501
(615) 537-6542

CASE STUDY #1

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Algood, TN

Total Placed: 50
Total Terminations: 58

Placement Rate: 86%

Age	Number	Percent
55-59	33	66%
60-64	11	22%
65-69	3	6%
70-79	3	6%
80+	0	0%
Total	50	100%

Average Age of Participants Placed: 59
Age Range of Participants Entering Employment: 55 to 71

Sex	Number	Percent
Male	21	42%
Female	29	58%
Total	50	100%

Ethnic Group	Number	Percent
White (not Hispanic)	50	100%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	50	100%

Average Wage at Placement:	$3.89
Wage Range:	$3.35 to $8.84
Average Hours at Placement:	34
Range of Hours:	15 to 45
Average Annualized Income After Placement:	$6,878
Cost Per Placement:	$2,490

CASE STUDY #2

GROW (GAINING RESOURCES FOR OLDER WORKERS)
A PROGRAM OF THE REGIONAL COUNCIL ON AGING
ROCHESTER, NEW YORK

Serving older workers in the greater Rochester community, the Regional Council on Aging's GROW program offers a comprehensive selection of employment-related assistance to any person age 45 and over and to displaced homemakers of all ages. GROW helps over 1200 men and women per year, with 2 out of 3 receiving services at no cost to them.

GROW is funded through contracts from a variety of sources as well as through client fees. Those calling GROW for assistance are screened over the phone to determine eligibility for various programs; then scheduled for an initial interview with an intake counselor. During the first visit the participant discusses his/her background and job goals, and the counselor verifies eligibility and explains about the chosen program.

Separate staff teams within GROW work on each program, but all outreach and recruitment efforts are unified. In addition, a central job bank stores information about job openings received by any GROW staff member.

Set into operation under a small foundation grant in 1971, GROW has developed into a one-stop employment service through planning which has resulted in the acquisition of a variety of programs, serving the older job seeker. Each unit of GROW serves a segment of the older population--dislocated workers, displaced homemakers, retired persons--under specific program guidelines. GROW's flexible system allows them to serve different groups of older workers with quite varied employment and training needs and to add new programs to their system of services.

"Ease of access is particularly important because jobless older workers comprise a quiet minority. They don't hang out on street corners, drawing attention to their unemployed status. We would like to begin to assist them from the moment they call or come to our office," said Katherine Lewis, GROW Director.

Accordingly, a special orientation is provided for the telephone receptionists (Title V participants) who answer questions and make appointments with the appropriate program intake counselor after determining the caller's interest as well as needs and initial program eligibility.

Once needs and interests are determined, the applicant can then be directed to any of the available services which range from job search assistance, to classroom and On-the-Job training, to subsidized employment, and ultimately to placement in an unsubsidized job. Each of these services is provided in a variety of settings and formats appropriate to the differing needs of the participants.
During the 1985-86 program year, 76 percent of GROW's JTPA 3%

program participants were placed in unsubsidized jobs at an average wage of $4.90 an hour.

THE SETTING. GROW serves the city of Rochester and surrounding Monroe County, both of which are separate JTPA service delivery areas (SDAs). The city and county have a combined population of 711,000.

According to a City of Rochester JTPA planning document, 55,717 persons (23 percent of the total population) are aged 55 and over; 14 percent of these individuals are eligible for JTPA services.[2] The principal ethnic distribution is among whites, blacks and Hispanics, with 69 percent of the overall population being white, 26 percent being black and 5 percent Hispanic.

The unemployment rate in both SDAs of almost 6 percent fails to reveal a unique situation existing in Monroe County. Beginning in 1981, early retirement exit incentives were offered to workers in some of the larger industries there. The practice accelerated in 1983 and continues to the present time with the latest "early out" retirement being offered to 2000 Eastman Kodak employees.

Additionally, Black and Decker and Owens Illinois have closed plants and moved from the area, and Eastman Kodak, the area's largest employer has cut out 8,000 jobs in one year alone. The result of these actions is that both former high-salaried persons and income-disadvantaged persons are walking the same streets seeking employment. These changes have left a large number of older workers who may be technically retired, but who are still active, interested in finding work, and discouraged in continuing their job search. Once they discontinue looking for work, they are no longer counted in the standard unemployment statistics.

THE ORGANIZATION. Founded in 1971, GROW is the employment component of the Regional Council on Aging (RCOA), a community based organization in Rochester, New York. The Regional Council on Aging was also established in 1971 as an agency supported by the United Way, which still provides core funding. The Council has expanded its fields of services to include programming for Senior Centers, lifetime planning as well as employment assistance.

Each program carries its own funding support and criteria. These programs include nutrition, home safety and security, an advocacy department including nursing home ombudsman and elder abuse prevention programs, as well as other support services offered in the Senior Center framework. The lifetime planning center includes R.S.V.P. and retirement planning in its programming. RCOA is governed by a Board of Directors with five Board Committees to oversee its various activities.

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[2] City of Rochester, New York, Biennial Community Job Training Plan, Program Years 1984 and 1985, from the JTPA Labor Market Information Tables, January, 1984, Rochester City SDA, provided by New York State Department of Labor.

GROW, the employment component, is administered by a Director, with project coordinators responsible for specific program units: JTPA, Title V, Dislocated Workers, Displaced Homemakers and the FEE program. Total funding for GROW programs exceed $725,000 of which $92,000 is funding for the JTPA 3% program.

PROGRAMS OPERATED BY GROW. GROW receives funding from a variety of sources. The following is a listing of programs by funding source and a capsule description of each:

- **Job Training Partnership Act (JTPA) Title IIA and 3% Programs** - Free pre-employment training, on-the-job training (OJT), classroom training, counseling and referral for about 150 low-income clients who are 45 years of age and older are provided under Title IIA to city of Rochester residents. These services are also available to persons 55 years of age or older who are residents of Monroe County under the 3% program.

- **Title V Senior Community Service Employment Program-Older Americans Act** - Provides subsidized part-time employment for over 100 clients at any time in a variety of non-profit organizations and public agencies. Participants must meet income criteria and be at least 55 years of age. Work experience, classes, and job search clubs help prepare participants for transition to unsubsidized employment. (Funded by the National Council on Aging; and the New York State Office on Aging through the Monroe County Office For Aging.)

- **Title V 502(e) Experimental Program** - Private-sector training for 25 income-eligible clients through work experience or classroom training is available under Section 502(e) of Title V of the Older Americans Act. Grants from the National Council on Aging and the Monroe County Office for Aging make this training possible.

- **Dislocated Worker Program** - Operating under a grant from the New York Department of Labor under the Job Training Partnership Act and the Rochester Office of Employment and Training, this program serves people who have lost their jobs and have little chance of rehire. The program provides assessment, pre-employment training, classroom training, job search clubs, and on-the-job training to 80 clients aged 45 and over each year.

- **Displaced Homemaker Center** - Serves about 335 women per year, who after staying at home to care for their families, are forced to work outside the home due to a change in family circumstances (i.e., divorce, widowhood, disability or lay-off of spouse). The program provides a four-week pre-employment training course, on-the-job training, classroom training, crisis counseling and peer support groups. There are no age or income restrictions for services. Funded by a grant from the New York Department of Labor as part of a growing statewide network of centers.

- **State Office for Aging Model Program** - Provides on-the-job training (OJT) to 10 low-income older displaced homemakers (age 55+) during a one-year period.

- **Older Refugee Employment Service (ORES)** - Helps unemployed refugees age 45 and over. Employment and training options are supplemented with translation services and vocational English as a Second Language training. (Funded as a demonstration project by the New York State Department of Social Services).

- **FEE Program** - Provides employment counseling and referral to clients over 45 who do not meet eligibility requirements for GROW's other programs. Clients must agree to pay a sliding scale fee if GROW places them; in addition, fees are charged for workshops, individual counseling, and resume services. The program serves about 400 persons each year.

MAJOR TRAINING AND PLACEMENT COMPONENTS. Individual employment counseling, placement assistance, referrals from the Job Bank, on-the-job training (OJT), job search clubs, subsidized part-time community service employment, group counseling/pre-employment training, and occupational skills training are some of the services offered by GROW. These services are organized under the following activities which are interrelated, and are part of each program: public information, recruitment, program services, job development, placement, and follow-up.

This study has targeted the JTPA 3% program administered by GROW, whose participants, 55 years of age and over, must have income no higher than 100 percent of the poverty guidelines.

OUTREACH AND RECRUITMENT. GROW has developed public information materials and marketing techniques to assist in their recruitment effort. The GROW staff unanimously pinpointed two initiatives that were most productive in attracting both employers and job seekers: a number of 10- to 30-second PSA's cut by Foster Brooks, a local, well-known and popular TV personality, and the adoption of GROW by the AD Council as one or its projects. The Ad Council, at no charge, designed posters and display ads and arranged for them to be placed at no cost. They also helped produce (at no cost) the PSA. Almost 70 percent of the applicants coming to GROW said that one of their reasons for coming was the TV ad featuring Foster Brooks.

The GROW design for immediate entry into the system begins with the first telephone or personal contact when the receptionist determines which program seems appropriate, and makes an appointment for the applicant to see the program's intake counselor. A comprehensive interview is conducted to determine the employment and training needs of the applicant and which program could best meet those needs. Furthermore, other significant information is obtained during the assessment and development of the job readiness profile. This is followed by a week of Job Readiness Training. These first two steps are prerequisite to all participants in any GROW program, except for those in the fee-for-service program.

JOB READINESS TRAINING (JRT). JRT was described as a "Short Course in Salesmanship" by the GROW staff. The 15-hour training opens with a discussion on the necessity of understanding the job market, acknowledging one's own "selling points", and developing a good self-image. It continues with the establishment of action steps for preparation of a written plan for contacting employers, completing an application and writing a resume. Another training activity focuses on acquiring effective interviewing skills. Individual class exercises and the homework assigned produce a written personal employment goal, which estimates the things to be done and a realistic estimate of the time needed to gain employment; a listing and tracking sheet of job contacts made and those to be made. The participant completes an evaluation of the JRT, and when appropriate, the staff may change the structure and/or content of the Job Readiness Training after these evaluations are reviewed.

Each participant is furnished with a suggested script for obtaining an interview, a list of interview preparation questions and a pre-interview checklist. As a subtle motivator, the participant is also furnished a rather long list culled from a recent survey citing 50 reasons that industry gave for not hiring some applicants.

Outside resources involved in the training include personnel staff from local private industry who conduct mock interviews. The principal outcomes of the job readiness training that is offered by GROW is development of a good self-image, job counseling and job placement assistance directed toward obtaining a job with advancement opportunities. After JRT, a participant can enter the Job Search club which meets one a week.

OCCUPATIONAL SKILLS TRAINING. Training for specific skills is accomplished through classroom or on-the-job training and is offered in the following categories: clerical, building maintenance, word processing, sales, restaurant/food service, dental assistant, medical/clerical, and child care.

The program coordinator recommends the type of training, and makes specific referrals depending upon the availability of training slots and the job goals of the applicant. In the year being studied, 10 participants received classroom training and 8 participants were placed with employers through OJT contracts. The classroom training courses run 160 to 300 hours spread over 8 to 12 weeks.
On-site skills training is utilized for restaurant/food service, sales careers, and child care, sometimes using a combination of

training methods. GROW contracts with school districts or vocational schools for specific skill training for which it pays the course cost and fills it with participants from various GROW programs. The classes are specifically designed for older workers. The advantage of contracts, according to Jon Remmel, the JTPA 3% Coordinator, is in the control of the curriculum, cost, and evaluation of the training. "The training can be targeted to the participants' skill needs, not on extraneous subjects," he explains.

MARKETING TO EMPLOYERS. One technique that has worked well for GROW is marketing job seekers to private industry through the "GROW-GRAM", a listing of qualified candidates currently available, as well as advance notice of persons who will soon be completing skills training and will be available for jobs in the community. GROW's Job Bank has a direct line for employers to call in with job orders and it is listed on each "GROW-GRAM." In addition, a series of letters to employers describe the job training opportunities available through the use of GROW resources.

Individuals eligible for OJT are marked on the GROW-GRAM with the hotline number for employers to call if interested. The "GROW GRAM" lists each individual's skills and abilities, no name or confidential information is given.

PARTICIPANT CHARACTERISTICS. The 81 participants served by the GROW JTPA 3% programs ranged in age from 55 to 67 with an average age of 58. The majority of the participants--sixty-five percent--were under the age of 60.

Some 34 percent of the participants had less than a high school education. Only six of the participants were employed at intake. One in every three participants were receiving some type of assistance at the time of enrollment--food stamps and general assistance were the most frequent ones reported.

Fifty-three percent of the participants were women, and twenty-six percent were of minority background.

The following page provides descriptive data on GROW's JTPA 3% program participants.

CASE STUDY #2

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Rochester, NY

Total Served: 81

Age	Number	Percent
55-59	53	65%
60-64	24	30%
65-69	4	5%
70-79	0	0%
80+	0	0%
Total	81	100%

Average Age: 58
Age Range: 55 to 67

Sex	Number	Percent
Male	38	47%
Female	43	53%
Total	81	100%

Ethnic Group	Number	Percent
White (not Hispanic)	60	74%
Black (not Hispanic)	13	16%
Hispanic	7	9%
American Indian	1	1%
Asian/Pacific Islander	0	0%
Total	81	100%

Education	Number	Percent
8th grade or less	11	14%
9th to 11th grade	16	20%
High School Graduate	33	41%
1-3 yrs. of College	14	17%
College Graduate	7	8%
Total	81	100%

Employed at Enrollment	Number	Percent
Female	4	67%
Male	2	33%
Total	6	100%

CASE STUDY #2

PLACEMENT OUTCOMES. In this survey, 81 of GROW's 3% participants were studied. Of this group, 78 terminated from the program and 59 found jobs resulting in a placement rate of 76 percent. The average hourly wage obtained by the participants at placement was $4.90, and they were working an average of 31 hours per week. The average increase in annual income per participant finding work was $7,898.

The wages obtained at placement ranged from $3.35 to $12.00 per hour. Men had a slightly better record of finding employment than women (81 percent and 71 percent placement rates respectively), and men obtained wages at placement about 12 percent higher than women--$5.18 compared to $4.63 per hour for women.

When examining the placement outcomes of the different types of training being provided, it was found that 8 participants received OJT and all 8 were placed, obtaining an average hourly wage of $5.37, for an average work week of 37 hours. This average wage for participants receiving OJT is ten percent higher than the overall average for all participants. For those receiving occupational skills training, the average wage at placement was $5.98 per hour for 33 hours per week. Those receiving occupational skills training obtained wages at placement over 20 percent higher than the participants as a whole.

Below is the name and address of the GROW director for further information.

Contact Person: **Katherine Lewis**
GROW Director
Regional Council on Aging
177 North Clinton Avenue
Rochester, NY 14604
(716) 454-3224

CASE STUDY #2

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Rochester, NY

Total Placed: 59
Total Terminations: 78

Placement Rate: 76%

Age		Number	Percent
55-59		36	61%
60-64		20	34%
65-69		3	5%
70-79		0	0%
80+		0	0%
	Total	59	100%

Average Age of Participants Placed: 58
Age Range of Participants Entering Employment: 55 to 67

Sex of Participants Placed		Number	Percent
Male		29	49%
Female		30	51%
	Total	59	100%

Ethnic Group		Number	Percent
White (not Hispanic)		44	75%
Black (not Hispanic)		9	15%
Hispanic		5	8%
American Indian/ Alaskan Native		1	2%
Asian/ Pacific Islander		0	0%
	Total	59	100%

Average Wage at Placement:	$4.90
Wage Range:	$3.35 to $12.00
Average Hours at Placement:	31
Range of Hours:	15 to 50
Average Annualized Income After Placement:	$7,898
Cost Per Placement:	$1,559

CASE STUDY #3

INTEGRATING PROGRAMS IN A RURAL STATE
ST. ALBANS, VERMONT

Vermont Associates for Training and Development serves older workers in the State of Vermont by integrating three older worker employment programs. Their approach seeks to coordinate the Title V Senior Community Service Employment Program, a Title V Section 502(e) Experimental Project, and the JTPA 3% Training Program to meet the various needs of older adults and to increase services which would improve the participants' potential for employment. Vermont Associates operates statewide with offices in 11 locations.

Pat Elmer, Executive Director of Vermont Associates, identified four types of people from the population they are serving: (1) those with short-term needs, with assistance required in the actual job search; (2) those with long-term needs for services such as extensive job counseling and support services before employment can be obtained, (3) those who may never find a job in the private sector without prior work experience or training; and (4) those who have extensive health problems or are of advanced age (80+) whose chances of finding employment in the private sector are almost nonexistent. They attempt with the different programs to "expand the shelf of services" to meet the many and varied needs of these people.

The three programs Vermont Associates operates have different eligibility criteria, program focus and requirements as well as vastly different funding levels. According to staff, there are barriers to coordinating the programs to develop the range of services they perceive as essential to serving mature workers. Methods used for integrating the programs and these services as well as the advantages of offering more placement assistance to more people are discussed below.

THE SETTING. Vermont, a rural state in New England, consists of the forested Green Mountains, rolling hills, and fertile valleys. Compared with most states, Vermont is small with some 9,609 square miles. It is bordered to the north by Canada, to the south by the state of Massachusetts, with the Connecticut River forming the eastern boundary, and Lake Champlain forming most of the western boundary. Its climate averages in the mid-70s in the summertime, to the low 20s in the winter. Snow fall ranges from 100 inches to more than 250 inches depending on the elevation of the area.

It is a state rich in history--the Green Mountain Boys played a significant role in several American Revolutionary battles and Vermont was admitted to the Union in 1791.

Many of Vermont's small villages and towns are a treasure of historical buildings, constructed during the late 18th century and early 19th century. Vermont has more than 100 wooden covered bridges most of which are still in service.

Vermont's population is also small--about 525,000 people--ranking

48th nationally. Its capital, Montpelier, has about 8,000 people and its largest city, Burlington, has a population of 37,840. In fact, some of the local residents said that not until the 1980 Census did Vermont have "more people than cows."

Although Vermont is a rural state with an abundance of dairy farms, manufacturing is the largest sector of the economy employing some 20 percent of the work force. A growing electronics industry flourishes in the Burlington area.

While only 5 percent of Vermont's work force is in agriculture, it is America's largest producer of maple syrup. Dairying is the primary farm industry producing large quantities of milk, cheese, butter, and other dairy foods. Additionally, Vermont produces and ships large crops of apples, vegetables, christmas trees, and greenhouse nursery products.

With Vermont's scenic landscape, winter ski resorts, and beautiful fall colors, tourism has developed into a year-round industry. About 12 percent of Vermont's work force is involved in tourism.

The remaining jobs are in service occupations, government, construction, finance, insurance, and real estate. Vermont's statewide unemployment rate is 6.2 percent, although some counties in the northern part of the state greatly exceed this rate.

VERMONT ASSOCIATES. Vermont Associates for Training and Development, Inc., a private, non-profit corporation, was formed in 1983. Pat Elmer, the founder, is currently President and Executive Director. Ms. Elmer has had many years of employment and training experience and with working with older adults. The staff at Vermont Associates are generally peers of the participants ranging in age from their 40s to 86. The Executive Director said she is trying to "practice what she preaches" by hiring older adults and because they relate well to program applicants. She often hires retired persons with business experience as job developers.

Vermont Associates is governed by a Board of Directors with private sector representation--a banker, the Executive Director of the Chamber of Commerce, an attorney, several businessmen, and a career planning and placement specialist. Vermont Associates is headquartered in St. Albans, a town of 7,000 persons, about fifteen (15) miles from the Canadian border.

Vermont Associates' shares a building with the Chamber of Commerce which is considered a valuable contact for the program. Vermont Associates offices throughout the state are often located with other local agencies and organizations to keep administrative costs down and to maintain an on-going relationship with the other groups.

EMPLOYMENT PROGRAMS. Vermont Associates first program was the Senior Community Service Employment Program, begun July 1, 1983. This program is operated under contract to the National Council on the Aging (NCOA) with funds in the amount of $977,000 from Title V of the Older Americans Act. Presently, it serves 335 participants in subsidized employment in public or non-profit organizations at minimum wage. This program is seen as a vehicle to provide work experience for those who have been out of the labor market for a long period of time and need time to regain confidence and brush up old skills before transitioning to the private sector and for those whose chances of finding employment in the private sector are minimal.

Under Section 502(e) experimental projects of Title V, Vermont Associates offers Trial Employment (TE) which can provide up to 2 weeks of work experience in the private sector while the participant is on Vermont Associates' payroll and is covered by their worker's compensation. The advantage of TE for employers is that they can see if the person has the skills and abilities to perform the job and if they "fit in with their office staff or work force." The prospective employer must agree to hire the applicant upon completion of the period if the person has demonstrated that he or she is qualified for the position.

Vermont Associates found that the offer of trial employment breaks down employer resistance, and to refute the myth that older workers don't get along with younger co-workers. Some employers hire without using TE. They also found that being able to offer trial employment to an employer made timid job seekers feel special and improve the number of employer contacts they made during the job search. Under the Section 502(e) program, Vermont Associates served 86 persons in two years, and placed 45 of them.

Vermont Associates also used the 502(e) experimental project to develop a work search training program which is now a significant part of their JTPA 3% program. Also, on occasion, on-the-job training (OJT) is financed through the 502(e) program, when the employer is reimbursed for 50% of the participant's hourly wage for a longer period of time than provided under TE.

Vermont Associates receives JTPA 3% funding from the Vermont Department of Employment and Training. Vermont Associates is the only JTPA 3% program contractor in the state and the program was funded in the amount of $178,000 for the 1985-86 program year. There are two components to their JTPA 3% program: a work search seminar, and on-the-job training (OJT). The JTPA 3% program objectives were to serve 170 people, to place 83 participants for a placement rate of 55 percent. This study focused on the JTPA 3% program which is described in the sections below on program operations.

The JTPA 3% program during the 1985-86 program year actually served 184 people, terminated 160 persons of whom 98 found jobs at an average wage of $4.26 per hour. The program achieved a placement rate of 61 percent.

INTEGRATING PROGRAMS. To ensure coordination of all three programs for the maximum benefit for participants, all staff involved with recruitment are trained in the differing eligibility criteria among the programs. For instance, for participation in the Title V SCSEP, a participant must have income no higher than 125 percent of poverty, while those participating in the Title V 502(e) experimental projects may have income up to the BLS Intermediate Retired Couple Level. For the JTPA 3% program, persons must be economically disadvantaged--with income no higher than 100 percent of the poverty level.

If an applicant was not eligible for any of the programs, they could audit the work search seminar, and be referred to other community organizations that could assist them.

If eligible, participants could be enrolled in more than one program. Although Vermont Associates found few of the Title V participants interested in job search and other JTPA services, they did encourage dual participation with their Title V participants as well as participants of other Title V programs within the state. A referral process was established for dual enrollment.

The staff of Vermont Associates noted a marked difference between the ages of the participants in the JTPA 3% program and those in their Title V program. With the JTPA 3% program, 64 percent of the participants were in the age group of 55 to 59, while only 24 percent of the Title V participants were in this same age group. On the other hand, 41 percent of the Title V participants were aged 65 and older, while only 8 percent of the JTPA participants were aged 65 and older. The staff conjectured that the older persons felt more secure with their part-time subsidized positions, while the younger ones desired jobs with more hours and higher wages.

COORDINATING WITH OTHER AGENCIES. Several of Vermont Associates staff meet once a month for lunch to share information and discuss problems with a consortium of local service groups which include: The Vermont Job Service, Vocational Education Technical Institutes, Area Agencies on Aging (AAA), Adult Education, and Community Action Agencies. Vermont Associates' Executive Director stressed that they "could not be all things to all clients". This consortium helps keep the staff up to date on other community resources.

MAJOR PROGRAM COMPONENTS. The following sections describes how Vermont Associates used a variety of outreach methods to reach the 55 plus population during the 1985-86 program year.

OUTREACH. Vermont Associates staff found the most effective means for recruiting for JTPA was classified ads in newspapers with such leads as "Over 55 Looking for Work" or "Retired Too Early? Contact Us." They also came to the conclusion that persons aged 55 did not characterize themselves as "older" or "senior". Vermont Associates decided they needed to look to organizations in the mainstream of society to attract persons to the programs. The trends they found with persons applying for the JTPA 3% program were: those who took early retirement, those who were leaving high pressure jobs, e.g., sales, and wanted to get out of the "rat race", some who were laid off from industries moving out of the area, and some who needed to find new work due to health problems or other personal adjustments. They found it was best not to advertise for "older workers" or rely too much on the senior network.

Once an applicant is found eligible, an assessment is made of the client's needs, problems, skills, and interests. A plan is then developed with the applicant who must sign it and agree to follow through with planned activities.

WORK SEARCH TRAINING - STEP SEMINAR. The program provides a six-week high support job search program for groups of 6 to 12 participants. The first week is spent in the classroom helping the participants "to target on what they think they want to do, and determining their skills and interests." From the second week, the participants start their job search--they continue to meet with the group and have an individual session each week with a career advisor. Vermont Associates require a full-time commitment from the JTPA 3% participants who are paid a $20.00 per week stipend.

For those rural areas where a large group cannot be assembled, Vermont Associates has developed a workbook for assisting individual participants called, One-on-One Worksearch Manual for Career Advisors. It focuses on self-assessment and using a personal journal to help participants get organized for the job search. Some of the topics from the manual are: Discovering Abilities, Reviewing Experience, Resumes, The Three Steps to Unadvertised Jobs, and the Job-Hire Interview.

For those participants in the seminar who are in need of skills training, on-the-job training (OJT) is available. The staff makes this determination (generally after the first week) and contacts appropriate employers for possible contracts. About 12 percent of the JTPA 3% participants receive OJT. The training averages eight weeks. OJT contracts are written for a variety of occupations. Bookkeeper, nurses' aide, electronics assembler, sales clerk, floral designer, and office clerk are some of them.

COMPREHENSIVE Follow-up SYSTEM. Vermont Associates, in an effort not mandated by their state contract, conducts follow-up at 30 days, three months and six months after placement and recently added a contact at 12 months after placement. They found that at six months after placement, 71 percent of the former JTPA 3% participants they were able to contact were still employed.

Vermont Associates also conducts an intensive follow-up system with Title V participants. It is interesting to note that they found that 76 percent of the Title V participants who were placed were still working at the six-month follow-up--about 87 percent of them with the same employer. The staff hypothesized that the retention rate might be better for Title V participants because they have longer to prepare for unsubsidized employment.

PARTICIPANT CHARACTERISTICS. For the study, NCBA researchers draw a 50 percent random sample of the JTPA 3% program participants served by Vermont Associates during the 1985-86 program year. Participants ranged in age from 55 to 78 with an average age of 59. Six out of every ten participants were women, and all were white. The characteristics of the Vermont participants were representative of the older population in Vermont, which is largely female and almost all white.

Only thirteen participants were employed at intake and most of these were women under the age of 60. Few of the participants were receiving public assistance--eight were receiving food stamps and one was receiving AFDC.

Information on the participant's desire for full-time or part-time work was available for 55 participants. Of this group, 31 wanted full-time employment (56 percent), and 24 wanted part-time work.

Average educational attainment for both men and women enrolled in this program was 11th grade. About thirty-eight percent of the participants had less than a high school education.

The types of services received by these 81 participants included job search training, job counseling, placement assistance, and on-the-job training.

Over fifty-nine percent of the participants terminated from the program because they obtained unsubsidized employment, ten percent terminated due to health reasons, and the remaining group left for various reasons--moving from the area, transportation problems, and transfer to another Title V program or other employment and training programs.

The following page provides a composite of the 50 percent random sample of JTPA 3% program participants served during the 1985-86 program year in Vermont.

CASE STUDY #3

JTPA 3% PROGRAM PROFILE

Participant Characteristics St. Albans, VT

Total Served: 81**

Age	Number	Percent
55-59	50	62%
60-64	23	28%
65-69	4	5%
70-79	4	5%
80+	0	0%
Total	81	100%

Average Age: 59
Age Range: 55 to 78

Sex	Number	Percent
Male	31	38%
Female	50	62%
Total	81	100%

Ethnic Group	Number	Percent
White (not Hispanic)	81	100%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	81	100%

Education	Number	Percent
8th grade or less	12	15%
9th to 11th grade	19	23%
High School Graduate	29	36%
1-3 yrs. of College	10	12%
College Graduate	11	14%
Total	81	100%

Employed at Enrollment	Number	Percent
Female	10	77%
Male	3	23%
Total	13	100%

**This was from a 50 percent random sample of participants served during the 1985-86 program year.

PLACEMENT OUTCOMES. All 81 participants studied terminated from the program, with 48 of them finding jobs, averaging pay of $4.59 per hour. The placement rate achieved for these 81 participants was 59 percent.

Men and women were about equally successful in finding employment, although the average wage at placement for men was about 15 percent higher than for women, $4.99 per hour compared to $4.35 respectively. Also, men tended to work longer hours, an average of 34 hours per week compared to 29 hours per week for women.

Twelve of these participants received OJT services, and all twelve were placed at an average wage of $4.61 per hour for 36 hours per week, on average. Seven of these twelve were females.

The age range for the participants finding employment was 55 to 73; however, most of the placed participants (74 percent) were in the age range of 55 to 59.

Almost 40 percent of the jobs obtained were in service occupations, while 15 percent were in professional and managerial positions, and about 17 percent were in clerical and sales occupations.

The average annualized income from employment for participants placed was $7,399. Average cost per placement for the Vermont Associates program was $1,865; cost per participant served was $882.

The following page provide descriptive statistics on placement outcomes of the sample of participants from the Vermont Associates JTPA 3% program during 1985-1986 program year. Below is the name of the contact person for further information.

Contact Person: **Pat Elmer**
President and Executive Director
Vermont Associates
for Training and Development
132 North Main Street
St. Albans, VT 05478
(802) 524-3200

CASE STUDY #3

JTPA 3% PROGRAM PROFILE

Placement Outcomes** St. Albans, VT

Total Placed: 48
Total Terminations: 81

Placement Rate: 59%

Age	Number	Percent
55-59	36	74%
60-64	8	17%
65-69	2	4%
70-79	2	4%
80+	0	0%
Total	48	100%

Average Age of Participants Placed: 58
Age Range of Participants Entering Employment: 55 to 73

Sex	Number	Percent
Male	18	38%
Female	30	62%
Total	48	100%

Ethnic Group	Number	Percent
White (not Hispanic)	48	100%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	48	100%

Average Wage at Placement:	$4.59
Wage Range:	$3.35 to $7.50
Average Hours at Placement:	31
Range of Hours:	16 to 48
Average Annualized Income After Placement:	$7,399
Cost Per Placement:	$1,865

**This was from the random sample of participants served during the 1985-86 program year.

CASE STUDY #4

SILVER QUESTS AND SILVER HATS BRING SILVER LININGS IN CLEARWATER, FLORIDA

Intensive counseling and a strong marketing effort has helped the **Silver Quests** JTPA 3% program in Pinellas County (Clearwater, St. Petersburg) on the West Coast of Florida to maintain placement rates exceeding 80 percent over the last several years. Part of a fully integrated job training and placement system, the program also features a high support On-the-Job Training effort that served nearly 30 percent of the participants in program year 1985-86.

During program year 1985-86, **Silver Quests** served 112 older workers of whom 104 terminated from the program. Of these 104, 86 obtained unsubsidized jobs for a placement rate of 83 percent. Those obtaining employment received an average wage of $4.67 at a cost to the program of $2365 per placement.

Three agencies: A non-profit organization - Professional Employment and Training Services (PETS); the local JTPA Private Industry Council; and the Florida Job Service operate **Silver Quests** as an integrated program with funds provided under a performance contract with Florida State JTPA administration.

The program is part of a larger integrated employment and training system called **WorkForce** combining the efforts of the Florida Job Service in the county and those of the Pinellas County PIC. The PIC operates under the name Business & Industry Employment and Development Council of Pinellas County and serves as the JTPA service delivery area administrative entity.

"Everyone in the County is eligible for at least some services," said Jim Slater, a PIC planner, of the **WorkForce** operation. "A central outreach and marketing campaign keeps the name and services available from **WorkForce** before employers and the general public alike. Through our integrated intake and assessment services, we are quickly able to determine what services the individual needs and is eligible for. No one is turned away."

Those who meet the income and age guidelines for the older workers program are further tested for their specific employment needs by the Job Service staff operating out of the SDA service centers. This staff then works with the PETS counselors located in many of the same offices to ensure easy transition from assessment to delivery of services. The SDA older worker OJT/Job developer works as part of the PETS team attending weekly staffing meetings in which the situation of each participant is reviewed. In addition to the formal weekly meetings the job developer maintains daily contact with the PETS staff.

The PETS staff itself concentrates on intensive job counseling, structured job search skills training, and referral to occupational training and necessary support services. "We look at the whole person and try to take all of the individual's needs into account in getting them ready for work," says Don Rutledge, a PETS counselor, "Each individual has a different set of needs and we try to meet those. We don't push them into job search before they are ready. But we don't let them hang on to self-pity either. We're tough when we need to be."

In addition to benefiting from the outreach efforts of the **WorkForce** program, the **Silver Quests** program keeps its name before the public with its own publicity materials and annual "Silver Hat" awards dinner in which awards are presented to the oldest worker in the county, the most productive worker and the like. "This awards program has given a great deal of favorable publicity with both employers and older individuals, many of whom live isolated and lonely lives and are hard to reach except through the public media," says Barbara Butz, the PETS Executive Director.

THE SETTING: POVERTY IN A LAND OF SUNSHINE AND ABUNDANCE.

An area of palm trees, luxury retirement communities, beach resorts and hidden poverty, Pinellas County covers the 40 mile long peninsula between Tampa Bay and the Gulf of Mexico halfway down the west coast of Florida. St. Petersburg, Clearwater and other Pinellas County communities are connected with the City of Tampa across Old Tampa Bay by two bridges and a causeway.

Favorably situated for both retirement and economic development, the entire region has experienced continuous rapid population growth over the last forty years and now has a five county metropolitan population of 1,569,000. With more than 800,000 people, Pinellas County ranks number three in population among Florida's counties; with its relatively small land area, it is the most densely populated county in Florida.

St. Petersburg, with a population of about 240,000, is the largest city in the county followed by Clearwater with a population of 92,000 and Largo with a little over 60,000 people. Nearly 215,000 people live in unincorporated beach communities and other developments in the county. Blacks make up nearly a quarter of the county's population; Hispanics (mostly Cuban-Americans) and other ethnic groups constitute about 15 percent of the population.

The impact of retirement in-migration from other areas of the country is significant. Nearly 37 percent of the county's population is aged 55 or older compared to the national average of about 20 percent. A majority of the older population have sufficient income and outside interests so that they neither need nor want employment, according to local staff. Nevertheless, there is a large group who are technically retired but who have insufficient retirement income to keep them out of poverty. A number of these are widows or others who lack recent employment experience.

Based on a mixture of tourism, specialized services, high technology manufacturing, and the expenditures of an ever increasing number of retirees, the Pinellas County economy has remained strong even in times of national recession. For the 1985-86 program year, the county's unemployment rate averaged 4.4 percent, well below the national average of 7 percent. Local sources indicated that there had been some recent softening in employment among high tech companies, but that this had been more than compensated for by growth in other areas.

In terms of personal income the county is relatively well-to-do. The latest per capita personal income figures show Pinellas County at $13,008 or 5th highest in the State which has a per capita income of $11,593 as a whole.

Nevertheless, the county had an average of over 15,000 unemployed people at any given time during the year; far in excess of the number who could be served by JTPA and other employment programs.

ORGANIZATIONAL ARRANGEMENTS. Three agencies cooperate to provide services under the **Silver Quests** program: the local JTPA Private Industry Council, Professional Employment and Training Services (PETS) -- a private nonprofit group -- and the local offices of the State Employment Service (the Job Service). The PIC, which operates under the name Business and Industry Employment Development Council (BIEDC) of Pinellas County, Inc., is the recipient of the State JTPA 3% funds and subcontracts with PETS and the Job Service for specialized services. In fact, the program is run as a unified operation since the Job Service and the PIC work under a single plan of services and share office space while PETS provides the basic counseling, training, and placement services for older workers in conjunction with PIC staff.

BIEDC was formed in 1980 as a non-profit corporation to serve as a Private Industry Council under the auspices of the federal Comprehensive Employment and Training Act (CETA), which preceded JTPA. It has been the local administrative entity and grant recipient for the local JTPA service delivery area since 1985. It has long had close working relations with local Job Service offices, but in July, 1986 the arrangement was formalized so that the two agencies would operate under a single plan and use the single name WorkForce. The Job Service receives compensation from BIEDC for services it provides to JTPA participants in addition to providing its normal labor exchange services.

PETS provides the core services for the **Silver Quests** program. Established in 1976 as an arm of the Pinellas Opportunity Council, PETS incorporated as a separate agency in 1980. In 1983, the agency initiated the **Silver Quests** program for older workers under contract with the BIEDC. In addition to its older worker services, PETS operates a Support Service Program for other JTPA participants, conducts the JTPA Summer Youth Employment Program in the county, and operates a high support adult work experience program for county residents. PETS had a budget of $194,000 in program year 1985-86 for the Silver Quests program.

STAFFING. PETS and BIEDC provide the basic staff for the program with supplemental assistance from the Job Service. The PETS staff involved in the program include the Executive Director, who provides overall direction; a program supervisor who devotes half-time to the project, a counselor/trainer who conducts job search skills training, and four older worker counselors located at four sites throughout the county. A BIEDC job developer/OJT specialist meets with the PETS staff each week to review the situation of each participant and develops OJT contracts for the program. The Job Service provides intake and assessment services and has two older worker specialists available to assist the program.

AN INTEGRATED SYSTEM OF SERVICES. The **Silver Quests** program is an integrated service delivery system for older workers. Outreach and marketing efforts are conducted by both the WorkForce and PETS agencies. Intake and assessment is handled by the Job Service staff in the local **WorkForce** offices. PETS provides counseling, high support job search training, referral to occupational skills training, supportive services, and placement services for older workers. PETS is assisted by an older worker specialist employed by the BIEDC to develop OJT contracts and provide supplemental job development assistance.

Following enrollment, formal assessment, and counseling the program provides three basic tracks to employment for the participants. For those considered immediately employable, job search assistance and job search training are provided. For those with a limited work history or skills, short-term On-the-Job Training and work experience are available. For those with no saleable skills or work experience, long-term OJT and classroom vocational training are available.

The following provides a description of each of the steps in the **Silver Quests** delivery of services to older workers.

RECRUITMENT. Both **WorkForce** and PETS staff place a heavy emphasis on recruitment through the media and have developed high quality specialized promotional brochures, public service announcements, press releases, and other efforts to attract media attention. An annual 'Silver Hats' awards dinner is sponsored by PETS both to give recognition to older workers' contribution to the community and to provide visibility for the **Silver Quests** recruitment efforts.

"The low unemployment rate in this county means that most of the job-ready individuals are already working. Those remaining unemployed often have multiple barriers to employment and live isolated lives," says George Wallace, the BIEDC OJT/Job Developer. "We are faced with the fact that we often have more job orders than we have qualified people to fill them or even to enter training."

Barbara Butz, PETS Executive Director, says this isolation is all the more true for older workers. "Many of those eligible for older workers services live alone and are embarrassed that they are not employed or successfully sharing in the retirement lifestyle they see all around them. The best way to reach them is through television and the papers."

As a result of its efforts and those of WorkForce, the **Silver Quests** program has been able to more than meet its recruitment goals and to be eligible for reimbursement for the full amount of the performance contract with the State of Florida. As a sidelight, the program also assists older worker programs in surrounding counties to meet their recruitment goals since their message is often broadcast to the entire Tampa Bay media market. Special arrangements have been made for referral of older workers from other jurisdictions who inquire about the Silver Quests program.

INTAKE AND ASSESSMENT. The **Silver Quests** and **WorkForce** recruitment efforts direct applicants to four **WorkForce** offices in the county at which Job Service intake and assessment specialists determine eligibility and provide formal assessment of all applicants. Those applicants who are determined to be ineligible for the **Silver Quests** program are provided job placement service by the Job Service itself which has its own staff of older worker placement specialists. PETS also will provide its basic services to those who are above income eligibility on a fee basis.

The formal assessment is an extensive two and one-half day process using such instruments as the computer based MESA (Micro Employment Skills Assessment) system, the Test of Adult Basic Education, and the General Aptitude Test Battery (GATB). These tests provide a standardized scores of educational levels and general aptitude for various kinds of work.

Those applicants who are enrolled and tested are then seen by the PETS counseling staff which continues the assessment process by reviewing the test results with each participant. The participants are encouraged to discuss their needs and desires regarding work and any assistance they may need.

Staff emphasizes that the assessment test results are only part of the assessment process and that counseling often expands considerably the information revealed by the tests. Self-assessment is part of both the individual counseling, which is extensive, and the structured job search skills training.

COUNSELING AND SUPPORTIVE SERVICES. The **Silver Quests** program relies heavily on its counseling staff. These five individuals handle formal enrollment into the program, personal counseling, arrangement for supportive services, one-on-one job search assistance, job search training classes, job development, and participant follow-up after placement.

Although located at four different offices in the county, this staff meets as a group each Tuesday with the PETS director, the program supervisor, and the BIEDC OJT/job developer assigned to the program. In these staffing meetings, the group discusses the status of each participant, current job openings, potential On-the-Job Training positions, and other items relevant to the project. In this manner, the program is able to maintain its cohesion despite the variety of agencies and staff involved in providing services.

It is the experience of the staff that many of the participants have many personal and financial problems which need to be dealt with before actual training or job search can begin. The staff either provides or arranges for a wide range services to help prepare the participants for training and job search. These include arranging for dependent care, providing emergency funds for utilities, helping participants get medical checkups, paying for meals, arranging transportation and providing personal counseling.

The staff indicated that even though the program has limited funds for supportive services itself, it has been able to obtain a wide range of services through its contacts with various social service agencies. One unique service that the program provides is the placement of participants with temporary work agencies so that they can have some income while they are looking for permanent work or involved in longer term vocational training. Staff said that the lack of immediate cash was the greatest barrier to entering training for many of the participants. The temporary jobs are not counted as "placements" by the program.

STRUCTURED JOB SEARCH SKILLS TRAINING. All of the participants receive some assistance in learning job seeking skills. However, for those participants who need more than individual employment counseling but whose major barrier to getting a job is the lack of self-confidence and knowledge about how to go about getting work, the program provides a one week high support self-directed job search skills training class. As in the individual counseling, the job search training class places heavy emphasis on getting the participants to focus on the kind of work they would like to do, the steps needed to prepare for such work, and the specific techniques for finding such work.

Program staff indicated that the job search training class had been successful and thus had been expanded considerably over the past year with the counselors doing somewhat less one-on-one job search assistance. Approximately one half of the participants now receive formal job search training, according to the staff.

ON-THE-JOB TRAINING. The **Silver Quests** program has a heavy commitment to the use of On-the-Job Training both for skills upgrading and the teaching of new skills. About 30 percent of the participants are provided with OJT. "Many of the older participants have worked in the past but have become rusty or not kept up with changes in technology," says George Wallace, the OJT/Job Developer. "OJT provides a chance for a typist to become proficient on a word processor or someone with retail sales experience to take the time needed to learn computerized sales equipment."

"OJT also allows us to place participants in a much broader range of occupations than would otherwise be possible. We have been able to place participants with a home shopping service, as a gondola driver, in hotel work, and in positions requiring experience for licensure or re-licensure such as nurses and cosmetologists," Wallace says. "We also find that the pay and retention of OJT participants is often better than that of those who are placed directly into jobs."

While in OJT, the participants continue to receive counseling and other services as needed. The situation of each OJT participant is reviewed each week as is that of other participants. A number of companies have developed "non-financial OJT" arrangements with the program in which the company trains the participants while they are on the job without reimbursement from the program. The **Silver Quests** counseling and supportive services are, however, available to these participants while in training.

CLASSROOM VOCATIONAL TRAINING. Although it is available to those participants who desire it, less than ten percent of the program's participants are involved in classroom vocational training. "The problem is that most of the participants need income right away and are not really interested in long-term classroom training," say Don Rutledge of the PETS staff.

Classroom training generally lasts 12 to 16 weeks and is used to provide training in such areas as typing and bookkeeping or for classes needed for licensure updating, according to Rutledge. "A large number of our participants have immigrated to Florida from other states and many have been licensed as cosmetologists, practical nurses, or other skilled occupations in those states. We even had an older dentist who needed work. However, Florida law requires that persons in these professions re-take a licensure exam and this often requires some brush-up courses."

All vocational training is provided by outside agencies usually public vocational technical institutes located in the county. Participants are sometimes enrolled in the local community college for specialized courses as well. The public institutions have indicated a willingness to provide customized training geared to the specific needs of older workers. However, the program has had difficulty finding enough participants interested in any one field to form a class for such a purpose.

PLACEMENT AND FOLLOW-UP. **Silver Quests** places high priority on self-directed job search. However, the program has extensive contacts with private employers both on its own and through the use of the computerized Job Service files which are automatically available to the program. In addition, the program keeps a lists of employers who have hired participants in the past and of employers who are likely to hire older workers.

The staff indicated that they receive many repeat calls from satisfied employers. The publicity generated by the WorkForce marketing campaign, the Silver Hats Awards, and other activities also generates considerable employer interest in hiring participants. "We are in the awkward position of having more job orders than we have participants to fill them," job developer Wallace says. "If we had the money we could train and place a lot more people."

Silver Quests operates under a performance contract with the State of Florida in which the program receives a single payment for placement after the participant has been on an unsubsidized job for 30 days. BIEDC, which is the grantee, could have requested multiple payments for various performance elements (e.g., completion of training) during the course of the program but chose the single payment approach.

The 30-day retention requirement means that the program must keep in contact with the participant and employer for at least a month after placement. This time is used to ensure that any problems or concerns after placement are dealt with and that misunderstandings between the participant and employer do not lead to the participant quitting or being fired.

PARTICIPANT CHARACTERISTICS. The following information is based on 112 participants served during the 1985-1986 program year.

Only 14 of the 112 participants served in the 1985-1986 program year were employed at the time of intake, 10 of whom were under the age of 60. Sixty-eight percent of the participants reported that they had been unemployed for more than six months. Ninety-five (95) percent of the participants reported that they were not receiving any type of public assistance at the time they applied for the program.

The ages of this program's participants ranged from 55 to 74. The average age of the participants was 58. Ninety percent of the participants were in the age group of 55 to 64.

Most of the participants (95%) were white, about four percent were black, and one percent was Hispanic. About six out of every ten participants was a female.

The average education for the program participants was 12th grade, although about 21 percent of the participants had less than a high school education. Fully half of the participants had some postsecondary education and 16 percent were college graduates.

The major placement services received by program participants were on-the-job training, job search skills training, job counseling and placement assistance.

JTPA 3% PROGRAM PROFILE

Participant Characteristics Clearwater, FL

Total Served: 112

Age	Number	Percent
55-59	66	59%
60-64	35	31%
65-69	7	6%
70-79	4	4%
80+	0	0%
Total	112	100%

Average Age: 58
Age Range: 55 to 74

Sex	Number	Percent
Male	46	41%
Female	66	59%
Total	112	100%

Ethnic Group	Number	Percent
White (not Hispanic)	107	95%
Black (not Hispanic)	4	4%
Hispanic	1	1%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	112	100%

Education	Number	Percent
8th grade or less	7	6%
9th to 11th grade	17	15%
High School Graduate	32	29%
1-3 yrs. of College	38	34%
College Graduate	18	16%
Total	112	100%

Employed at Enrollment	Number	Percent
Female	5	36%
Male	9	64%
Total	14	100%

CASE STUDY #4

PLACEMENT OUTCOMES. A total of 104 participants terminated from this program during the 1985-1986 program year, 86 of whom found employment for a placement rate of 83 percent.

Fourteen percent of the jobs found by the participants were in professional, technical and managerial occupations. About one-third of the jobs were clerical and sales positions. Nearly forty percent of the jobs were in service occupations.

The average wage obtained at placement for the participants was $4.67 per hour. The wages ranged from $3.35 to $15.00 per hour. Men achieved an average wage at placement of $5.05 per hour, about 18 percent higher than women whose average wage was $4.28.

The average number of hours of work for those participants was 33 per week. After placement, these participants had an average annualized income of $8,014 from employment.

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JTPA 3% PROGRAM PROFILE

Placement Outcomes

Clearwater, FL

Total Placed: 86
Total Terminations: 104

Placement Rate: 83%

Age	Number	Percent
55-59	53	62%
60-64	24	28%
65-69	6	7%
70-79	3	3%
80+	0	0%
Total	86	100%

Average Age of Participants Placed: 59
Age Range of Participants Entering Employment: 55 to 74

Sex	Number	Percent
Male	37	43%
Female	49	57%
Total	86	100%

Ethnic Group	Number	Percent
White (not Hispanic)	83	97%
Black (not Hispanic)	3	3%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	86	100%

Average Wage at Placement:	$4.67
Wage Range:	$3.35 to $15.00
Average Hours at Placement:	33
Range of Hours:	20 to 50
Average Annualized Income After Placement:	$8,014
Cost Per Placement:	$2,256

C. OCCUPATIONAL SKILLS TRAINING MODEL

The Occupational Skills Training Model is considered less difficult to implement than the Comprehensive Employment Services model. This model however requires greater effort and organizational resources to implement than either the Job Development and Job Search Skills Training Models which are discussed in Sections D and E.

Since intensive occupational training--classroom, on-the-job training, and work experience--is involved, this model will generally be more costly to operate than the Job Development and Job Search Skills Training Models and will require more resources in terms of staff expertise and community resources (e.g., training institutions). However, the occupational skills training model offers many advantages to the participants in the way of new or improved skills, increased confidence in their ability to learn new skills and concepts, and improved opportunities for advancement on the job.

The programs described in this section were operating within the state of Washington. Even so, as the case studies will describe, the environments of these three programs were quite different. The Seattle project is located in a downtown urban area, the program in Yakima is located in the agricultural central valley of the state, and the Vancouver program serves a county in close proximity to Portland, Oregon.

Generally, the placement rates of these programs emphasizing occupational skills were comparable to other models, around 73 percent. The wages obtained at placement were generally higher than other models but the number of hours of work per week for participants finding employment was about the same as other models.

In all of these programs, both classroom training and on-the-job training (OJT) were offered. One program provided at least 16 weeks of training through occupational specific work experience. All of these programs used outside sources for training, rather than providing the training in-house. These are some of the specific requirements found for an occupational skills training program to be successful:

EDUCATIONAL AND OTHER TRAINING INSTITUTIONS. With classroom training, there must be resources in the community for the type of vocational training needed by the program participants. Such training is generally provided through community colleges, adult education programs, and vocational education institutions. Most often, these classes are not specifically designed for the older worker. Staff in these programs stress the need for continued support of the participant during training to alleviate the chance that participants will become discouraged and drop out of the training. Developing good working relationships with the staff of the training institute is needed so that school resources such as academic and career counseling can be utilized for program participants.

All of the programs within this model are located within communities that have either community colleges or vocational centers with a variety of occupational preparation courses. Without this resource, a program would have to develop the training curriculum and find qualified trainers, which, of course, can be done but requires extensive staff time and expertise. Those programs in the study that did provide in-house training usually did so for a limited number of occupations and usually provided only short-term training.

Some of the programs contracted for training courses in specific occupations such as home health aides. Most contracted with home health providers who could both provide the training and hire some of the trainees. Of course, care must be taken that the provider can develop a training curriculum and use training methods suited to the needs of the older person.

STAFF SKILLS. In occupational skills training programs, there are three areas that staff must be knowledgeable about and skillful in--assessment techniques, working with educational institutions, and determining trends in the local labor market. Assessment is the key in determining the type of training the participant needs and the occupation in which the person is to be trained. Inappropriate assessment can lead to wasted time and resources through improper training.

Since the programs are at least to some extent dependent upon outside training institutions for services, the staff needs an understanding of these institutions and a ability to ensure their continued cooperation with the program.

The staff also must know the local labor market, so that training is not provided in fields where there is no potential for the participant.

This also requires a close working relationship with individual employers to ensure that jobs will be available when the participants have completed training.

OJT and work experience require even greater understanding of the labor market and specific skill needs of employers. A number of programs worked with employers to assist them in developing on-the-job training geared to the older workers' training needs (e.g. overcoming concern about using computerized equipment). Combinations of classroom training followed by OJT were also developed in conjunction with employers.

Table III-5 on the following page provides the performance outcomes for the three programs discussed under the Occupational Skills Training Model. The performance outcomes of the different programs are affected, of course, by the economic environment of the area served, labor market wage factors, funding levels, and the characteristics of the JTPA 3% program participants. Thus these performance outcomes are not presented for comparing one program with another but to show the trend for placement rates, average wages and costs within the model.

Model II on page III-66 briefly describes the program emphasis, key service, and other services provided by programs that emphasize occupational skills training.

Table III-5

JTPA 3% Occupational Skills Training Model

Placement Outcomes					
No.	Case Study	Placement Rate	Average Wage at Placement	Average Number of Hours	Average Cost Per Placement
5	Vancouver, WA	77%	$4.40	28	$1,247
6	Seattle, WA	74%	$5.30	32	$2,519
7	Yakima, WA	68%	$5.10	35	$2,562

STRUCTURE

Appropriate for medium-sized to large programs. Can be used by different types of organizations, i.e., non-profit organizations and government agencies.

ESSENTIAL ELEMENTS

Availability of education and training institutions in close proximity to community and offering training in occupations of interest to older workers is a key factor.

Staff expertise is needed in assessment and learning techniques for older adults.

Flexibility by the training institute is needed to accommodate the special needs of older adults.

LIMITATIONS OF MODEL

A location where varied training is not available restricts the use of this model.

Designing in-house training is often time consuming and can be costly.

MODEL II: OCCUPATIONAL SKILLS TRAINING MODEL

Program Emphasis: Providing occupational skills training to improve the employability of older workers.

Key Service: Occupational Skills Training

- Classroom Training
- On-the-Job Training
- Work Experience
- Customized Training

Other Services:

Assessment
GED Preparation
Vocational and Aptitude Testing
Job Counseling
Job Search Skills Training
Placement Assistance
Support Services
Follow-up

CASE STUDY #5

"NETWORKING" BY CLARK COUNTY NETWORK
VANCOUVER, WASHINGTON

"We try to seek out practical ways of working with other organizations; ways that can benefit and help the older worker," says Walt Gordon, program coordinator of the NETWORK JTPA Older Worker project. NETWORK tries to live up to its name and in doing so, achieved a 77 percent placement rate in its Mature Worker Program for the 1985-86 program year. NETWORK operates a variety of JTPA programs in Clark County on behalf of the local PIC.

NETWORK addresses coordination by first developing written agreements with other agencies and then by working closely with them to ensure that the activities outlined in the agreement are carried out. This can best be exemplified for the JTPA 3% program by the arrangement between Green Thumb and NETWORK. Green Thumb is one of the national sponsors of the Title V Senior Community Service Employment Program (SCSEP) and operates a program in Clark County, Washington. Their coordination agreement seeks to combine work experience through the Green Thumb program with NETWORK's employability development, occupational training, and support services to increase the quality of services to older job seekers in Clark County.

The way this linkage works is that Green Thumb provides up to 16 weeks of work experience for participants that meet the SCSEP income guidelines, and during these weeks the participants are able to receive training through NETWORK JTPA resources. Available training may be vocational skills training through the local community college, preparation classes for the GED, assertiveness training and job search skills training. All participants in work experience through Green Thumb also attend a computer "desensitization" class which consists of hands-on computer instruction two days a week--three hours per day for six days. Green Thumb assigns one Title V program participant to work as a placement specialist at NETWORK, thus providing daily contact between the two programs.

Why do these two organizations work together? Hans Jensen, Green Thumb area supervisor says, "We believe in coordination. Through coordination, we can often get more training for our participants. This increases our placement rate which means we can serve more people. There are over 5,000 people aged 55 and over eligible for Green Thumb in Clark County, but we only have about 100 slots for the whole State of Washington. Working with NETWORK makes it possible for us to reach more people." Walt Gordon added that the advantage for NETWORK in this joint effort is that, "the additional staff person that Green Thumb provides enables NETWORK to stretch our resources and makes it possible to add more training classes to our older worker program."

NETWORK also has agreements with other local agencies. One is with the Southwest Washington Area Agency on Aging (AAA). As part of this agreement, NETWORK sends a copy of its two year job training plan to the AAA for their review and comment, and the AAA advises NETWORK staff about other programs and services for older workers and assists them in understanding the characteristics of older workers.

There is also a formal agreement with the local office of the Department of Employment Security (ES). Job developers from both agencies meet once a month and exchange job orders and information and coordinate employer outreach. The Wagner-Peyser plan for the area is developed jointly by representatives from ES and NETWORK. The agreement between the two agencies attempts to prevent any duplication of client intake activities and employer outreach efforts. NETWORK also has linkages with the U.S. Forest Service Senior Employment Program and Clark College, the community college in Vancouver.

These coordination activities enabled NETWORK to offer a broad array of services to the 59 individuals served by its JTPA 3% program during the 1985-86 program year as well as to the jointly operated JTPA IIA Older Worker Project. NETWORK achieved a 77 percent placement rate by finding jobs for 46 participants. More than one-half of these older workers found full-time employment at an average wage of $4.52 per hour.

CLARK COUNTY, WASHINGTON. Clark County, an evergreen forested land, covers an area of 627.1 square miles just north of Portland, Oregon. Clark County is the principal economic center for the southwest Washington area which encompasses the rural counties of Cowlitz, Skamania, and Wahkiakum Counties. Over 70 percent of the area's work force resides in Clark County.

NETWORK's office is in Vancouver, the largest city in the four county area. Vancouver is located about 20 miles north of Portland, Oregon and is considered a "bedroom" community to Portland. Many county residents commute across the Columbia River to jobs in Portland, which is the center of economic activity in the state of Oregon. According to NETWORK staff, older workers are reluctant to accept employment in Portland as they do not want the daily drive across the river.

Studies show that most of the people in Clark County are life long residents. Growth in the county in the recent decade has been slow; between one and two percent a year. The population of Clark County is 203,000 with 90 percent being white, two percent black, three percent Hispanic, three percent Asian and two percent American Indian. There are some 32,000 people over the age of 55 and 17,300 of this group are aged 65 or older.

Unemployment has been a persistent problem in the region over the last several years as traditional lumbering and lumber products industries have declined steadily. During the 1985-86 program year, Clark County has the lowest unemployment rate in the four county area, 9.1 percent, but even that was two percentage points above the national average. The other three counties have had unemployment rates ranging up to 15 percent in the past several years.

Seventy percent of the people in Clark County are employed and over 20 percent are not considered as being in the labor force. Fifty-one (51) percent of those employed are in white collar occupations and 49 percent are in blue collar occupations. According to NETWORK staff, occupations most in demand are in service industries and in electronics production.

Three major Japanese electronics companies have moved into the area and employ some 600 persons in jobs at wages from $3.75 to $5.90 per hour. However, several major American companies each have laid off over 200 workers, some of whom were earning as much as $10.00 per hour. At the time of the site visit there was also a possibility that Alcoa Aluminum, a large employer in the area, would lay off up to 600 workers, some making over $16.00 per hour. NETWORK staff see these trends lowering the overall wage structure of the area's labor market.

According to the program coordinator, "Employers have not looked favorably upon older workers. They seem to think that older workers are fixed in their ways and not able to adapt." He feels that this attitude is slowly beginning to change. Other barriers to employment for older workers identified by NETWORK staff are transportation, especially in small rural towns, and the "outdated" appearance of some older persons in their looks and clothing.

To help their participants improve their appearance, NETWORK has a contract with the YWCA for a "Dress for Success" class. In addition, the Employment Specialists have found a discount store where participants can buy fashionable clothing for much lower prices than in well-known department stores.

THE CONSORTIUM. The Southwest Washington Consortium includes Clark, Cowlitz, Skamania and Wahkiakum Counties. In its literature, the Consortium states that its goals are to address the needs of business and industry, and to bring to specific employers available resources such as dependable potential employees, customized training, tax credits, applicant screening, and direct training wage support.

NETWORK. NETWORK, a department of the Clark County government, is the administrative entity for the SW Washington PIC. NETWORK is also the JTPA service provider for Clark County adults and out-of-school youth; its programs include training for older workers provided under JTPA Title IIA and the 3% program.

NETWORK operates programs for youth and adults under Title IIA of JTPA, a Vocational Education Program for Refugees, and a Work Release Program. The annual budget for all Clark County programs is $1.158 million. The budget for the Mature Workers Program under the JTPA 3% set-aside was $22,509 for FY 1985 and $83,000 for program year 1985-86. The NCBA study focused on NETWORK's JTPA 3% program. The older worker staff consists of an older worker program coordinator who is responsible for program planning and implementation, fiscal management, supervision of staff, recruitment and job development; an employment specialist whose responsibilities include counseling, assessment, tracking the progress of work experience participants and doing job development; and a placement specialist who manages a casual labor pool. The casual labor pool provides temporary employment for participants while they are in training. The placement specialist also teams with the employment specialist on assessment and placement of participants and is a Green Thumb Title V participant.

MAJOR PROGRAM COMPONENTS AND SERVICES. The following paragraphs describe major program components and services provided by NETWORK.

RECRUITMENT AND ASSESSMENT. Participants are recruited through articles in the RSVP magazine, ads in newspapers, flyers for the "Tweenage" older workers club, letters to churches and notices inserted in utility bills telling about NETWORK services. Because of their close ties with the AAA, ES and Green Thumb, NETWORK often receives referrals from these other agencies.

Walt Gordon, the project manager, states that the main reason for the success of the program is the fact that the first encounter the older worker has with the agency is to talk with one of the counselors. He elaborates that NETWORK holds back the red tape until the older person feels comfortable and a rapport has developed between applicant and counselor.

To ensure a complete assessment for older people who have been out of the work force for many years and are unsure of their skills and interests, NETWORK uses the Valpar International MESA System for an Evaluation Summary. This system measures a variety of skills and abilities including: academic skills (mathematics, vocabulary, spelling and reading); perceptual/neurological skills (size, shape, and color discrimination, eye-hand coordination, and manual dexterity); as well as general problem-solving abilities, vocational interests, and vocational awareness. MESA testing is done in two stages; in the first phase, a computer is used to test skills levels and interests; and in the second phase, other aptitudes are measured at a work station.

For those participants in the Training Incentive Program, a limited work experience program operated in conjunction with Green Thumb, a five stage progressive work plan or contact is jointly developed by the participant and counselor. Each stage of the work plan is intended to increase the skills and abilities of the participant. Goals are established and reviewed every 30 days. Participants are assigned to work sites which offer training to help them reach their employment goal. Participants are asked to sign the progressive work plan and their individual training plans to emphasize and highlight that program participation can be terminated if the objectives of their plans are not pursued.

JOB SEARCH ASSISTANCE. Job search assistance to NETWORK Older

Workers include: employment development training, self-assessment, resume writing services, job search techniques, enhanced job search skills training, and instruction on "self marketing" to employers. The program also provides supportive services; transportation, emergency help with rent, clothing, and eyeglasses, etc.

During job search skills training, participants are taught how to develop and use a resume. The difference between a chronological resume and a functional resume, and which might serve their purposes best are examined. They are also taught the essential elements of a cover letter to accompany their resumes to employers. Strategies for interviewing include a review of questions an employer is likely to ask and a list of questions that they should ask the employer. Hands-on practice in filling out applications and appropriate follow-up with employers round out this training agenda.

According to the program coordinator, the strength of their program lies with the staff; "employment and placement specialists who are older adults; who relate well to people, are experienced, and can develop rapport quickly with participants." They help the participants feel more comfortable dealing with the bureaucracy and provide them with a "perspective of reality" for their expectations in the labor market. Often, the two specialists "brainstorm" about a particular client's needs and sometimes both will interview a participant and review their assessment of this participant together.

TRAINING. NETWORK provides a rich variety of vocational training services for older workers. Some training is contracted out to local organizations and businesses such as the Clark County YWCA which provides assertiveness training and a "Dress for Success" program for older workers; while a local firm, ComputerWise, provides a Computer Desensitization class for older workers.

CDM, a non-profit home health agency, provided home health training to nine older women under contract to NETWORK. Thirty hours of classroom training allowed time for hands-on attention from the work supervisors and for discussion of such topics as proper nutrition, how to properly lift and care for the disabled person, and how to deal with anger in an older client. Upon completion of the training, CDM hired seven of the women, one dropped out, and one person found private employment.

NETWORK has two requirements that must be met before a customized training program is initiated: primarily, that a labor market survey first determines the demand for the service (or occupation) and secondly, that the training provider will commit to hire some of the trainees.

Using OJT contracts, NETWORK can reimburse employers for 50 percent of the wage rate for up to six months of training for an older worker. The OJT contracts average 4 months in duration but are not limited to that amount of time. Each contract has the provision of a mid-contract review. If necessary, additional training time could be negotiated at that point. Wages for participants on OJT contracts ranged from $3.35 to $16.00 per hour with an average wage of $4.52.

PARTICIPANT CHARACTERISTICS. For this survey, 39 participants served by NETWORK JTPA 3% program are included. More participants 55 and over were served, often with combined funding--Title IIA and 3%--however, these statistics will be provided separately. The staff said that more support services were available to participants with JTPA Title IIA funding, thus the reason for dual enrollment in some cases.

The majority of the participants were women, almost three out of every four. Most were white (92 percent) reflecting the characteristics of the area's population aged 55 and over. Thirty-nine percent of the participants had less than a high school education, and most had been unemployed for more than 6 months.

CASE STUDY #5

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Vancouver, WA

Total Served: 39

Age	Number	Percent
55-59	24	62%
60-64	9	23%
65-69	4	10%
70-79	2	5%
80+	0	0%
Total	39	100%

Average Age: 59
Age Range: 55 to 70

Sex		
Male	11	28%
Female	28	72%
Total	39	100%

Ethnic Group		
White (not Hispanic	36	92%
Black (not Hispanic)	0	0%
Hispanic	1	3%
American Indian/Alaskan Native	0	0%
Asian/Pacific Islander	2	5%
Total	39	100%

Education		
8th grade or less	3	8%
9th to 11th grade	12	31%
High School Graduate	14	36%
1-3 yrs. of College	10	25%
College Graduate	0	0%
Total	39	100%

Employed at Enrollment		
Female	0	0%
Male	0	0%

PLACEMENT OUTCOMES. Of the 39 served, all terminated from the program with 30 participants getting jobs resulting in a placement rate of 77 percent. The wages obtained by the participants placed ranged from $3.46 to $10.00 per hour, with an average of $4.40 per hour. The work week for these participants ranged from 10 hours to 40 hours. The average workweek was 28 hours.

Eleven participants all women, received occupational skills training, and all but one of these individuals found a job. Their average wage at placement was $3.77 per hour--approximately 14% below that of the group as a whole. More than likely this was a result of these women starting out in entry-level jobs.

Average annualized income from employment of the participants who were placed was $6,406, at an average cost per placement was $1,247.

The following page provides descriptive statistics on the placement outcomes of NETWORK's 3% program. The name and address of the contact person is given below for further information.

Contact Person: **Walt Gordon**
Older Worker Program Coordinator
Clark County NETWORK
1950 Fort Vancouver Way
Suite B
Vancouver, WA 98668
(206) 696-8409

CASE STUDY #5

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Vancouver, WA

Total Placed: 30
Total Terminations: 39

Placement Rate: 77%

Age	Number	Percent
55-59	19	63%
60-64	6	20%
65-69	4	14%
70-79	1	3%
80+	0	0%
Total	30	100%

Average Age of Participants Placed: 59
Age Range of Participants Entering Employment: 55 to 70

Sex of Participants Placed	Number	Percent
Male	10	33%
Female	20	67%
Total	30	100%

Ethnic Group	Number	Percent
White (not Hispanic)	27	90%
Black (not Hispanic)	0	0%
Hispanic	1	3%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	2	7%
Total	30	100%

Average Wage at Placement:	4.40
Wage Range:	$3.46 to $10.00
Average Hours at Placement:	28
Range of Hours:	10 to 40
Average Annualized Income After Placement:	$6,406
Cost Per Placement:	$1,247

JTPA TITLE IIA PROGRAM. NETWORK also served 20 participants with combined funding of JTPA Title IIA and JTPA 3% monies. These participants were mostly women in the age range of 55 to 59.

Fifteen of these participants found employment, resulting in a 75 percent placement rate for the program. These participants obtained an average wage at placement of $4.92 per hour, and they were working, on average, 32 hours per week. Average annualized income from employment for these individuals was $8,186.

JTPA TITLE IIA PROGRAM PROFILE
TITLE IIA NETWORK

Participant Characteristics Vancouver, WA

Total: 20

Age	Number	Percent
55-59	14	70%
60-64	5	25%
65-69	0	0%
70-79	1	5%
80+	0	0%
Total	20	100%

Average Age: 58
Age Range: 55 to 75

Sex	Number	Percent
Male	6	30%
Female	14	70%
Total	20	100%

Ethnic Background	Number	Percent
White (not Hispanic)	17	85%
Black (not Hispanic)	1	5%
Hispanic	0	0%
American Indian	0	0%
Asian	2	10%
Total	20	100%

Education	Number	Percent
8th grade or less	0	0%
9th to 11th grade	5	25%
High School Graduate	6	30%
1-3 yrs. of College	9	45%
College Graduate	0	0%
Total	20	100%

CASE STUDY #5

JTPA TITLE IIA
PROGRAM PLACEMENT OUTCOMES

Placement Outcomes Vancouver, WA

Total Placed: 15
Total Terminations: 20

Placement Rate: 75%

Age	Number	Percent
55-69	11	73%
60-64	3	20%
65-69	0	0%
70-79	1	7%
80+	0	0%
Total	15	100%

Sex	Number	Percent
Male	5	33%
Female	10	67%
Total	15	100%

Ethnic Group	Number	Percent
White (not Hispanic)	12	80%
Black (not Hispanic)	1	7%
Hispanic	0	0%
American Indian	0	0%
Asian	2	13%
Total	15	100%

Average Wage at Placement:	$4.92
Wage Range:	$3.60 to $7.65
Average Hours at Placement:	32
Range of Hours:	12 to 40
Average Annualized Income After Placement:	$8,186

CASE STUDY #6

TARGET: A TRAINING CONSORTIUM IN SEATTLE, WASHINGTON

Ed Cruver, the Executive Director, emphasizes, "TARGET is run like a small business with an emphasis on social services. It is self supporting and develops its own contracts through competitive bidding." Operating like a small business helps to focus the TARGET staff, according to the director, on both program performance and services to participants fostering an "entrepreneurial" climate within the organization.

This training consortium consists of seven community colleges, two vocational technical schools and the Washington Department of Employment Security which bid together for contracts. The State Department of Employment Security-Special Projects Division-provides the administration, outreach, recruitment, and placement services and the schools provide the training. TARGET provides employment and training services under a variety of funding sources and serves adult workers of all ages.

According to staff, this organizational structure allows flexibility in the delivery of services to older workers. Their Mature Workers Program provides training to persons aged 55 and over in nine different occupational areas. Participants can attend the community college or the vocational center which has the training they are interested in, and is located closest to their home.

Through a performance contract with the King County Private Industry Council, TARGET served 62 participants with JTPA 3% funding during the 1985-86 program year. Of these participants, 45 found jobs at an average hourly wage of $5.30, working about 32 hours per week. The program achieved a 74 percent placement rate and met stringent requirements of 30-day verification of participant employment.

SEATTLE, WASHINGTON. Seattle built on hills overlooking Puget Sound is a harbor city in the State of Washington. Its lively fish market attracts visitors and local residents where mounds of salmon, crabs, clams, green vegetables, and fruits are sold.

It's also the home of the Seattle Seahawks football team which plays their home games at the Kingdome. Beautiful views of Seattle, the Bay, and surrounding islands can be seen from the Space Needle, built for the World's Fair hosted by the city during the 1960s. The city monorail and fair grounds have been kept up and today houses small restaurants, museums, and craft shops.

This urban community has a population of 531,000; the entire metropolitan area population of King County exceeds 1.3 million. Over 20 percent of the population are aged 55 and over. This group increased by 10 percent in the past six years. The unemployment rate in King County was 6.5 percent in 1985, 1.6 percent and 0.6 percent below the state unemployment rate of 8.1 percent and the national rate of 7.1 percent. In addition, almost half of the new workers joining the labor force in the State of Washington were in

King County during 1984 and 1985, with increased labor force growth expected through 1987.

Aerospace has been a predominant industry in the area for several decades. Boeing, the largest area employer, has over 60,000 employees; down from a high in the 1970s when Boeing employed more than 100,000 workers. Another major employer in the area is the educational system including the University of Washington, two smaller universities, and a large network of community colleges.

In past decades, ship building was a major industry and influence in the Seattle area; however, some 6,000 workers are presently laid off from this industry. In addition, a local steel company recently went out of business leaving many dislocated workers. The staff reported that many older workers were in this group--some of whom were only a few years away from retirement.

Service occupations are increasing, especially in hotel and restaurant jobs, as tourism is growing and being promoted by State officials. For instance, a new convention center is being constructed in downtown Seattle which is expected to create new jobs and spin off businesses.

It was the staff's impression that most of the economic growth in Seattle had been in the small business sector which creates a problem for the program in that wages offered by small businesses are often low with few advancement opportunities. ES reported that in Washington between 1984 and 1985, trade and services employment accounted for over one-half of the increase in nonagricultural jobs.

Beverly Gregory, Supervisor for the Mature Workers Project, said barriers to employment for older workers were the attitude displayed by employers, many of whom have the stereotypical concept of older workers, and the attitude of older workers themselves, many who feel that they are too old to be hired and have low expectations of what they can do.

TARGET. This alliance of organizations was formed to provide employment and training services to employers and unemployed individuals. For employers, TARGET provides on-the-job training, Targeted Jobs Tax Credit certification, job placement assistance for laid-off individuals, and customized training. Some of the services provided by TARGET to individuals are job placement assistance, job search skills, on-the-job training, occupational skills training, job development, and supportive services. Through the Vocational Technical Institute and community college system, training can be provided in over 500 occupations. TARGET began providing services under JTPA in 1983 having previously provided employment and training services under CETA.

Educational members of the consortium are: Green River Community College, Highline Community College, Renton Vocational Technical Institute, South Seattle Community College, Bellevue Community College, Lake Washington Vocational Technical Institute, Central

Seattle Community College, North Seattle Community College, and the Shoreline Community College.

TARGET provides a variety of services to refugees, dislocated workers, mature workers, youth, veterans and the handicapped. All participants receive job counseling, direct placement assistance and job search skills training. With a budget of $7 million, TARGET served over 4,700 participants over the past several years with placement rates of 68 to 82 percent in various programs.

TARGET's services are funded by the King County Private Industry Council (PIC), the Washington State Commission for Vocational Education, and the Washington State Department of Employment Security.

The Mature Workers staff consists of a program supervisor who is responsible for program development and program operations--intake, assessment, training assignments, and placement assistance. She is assisted by a full time counselor. Additionally, there are three participants from the AARP Title V program assigned to TARGET to assist the unit with clerical support and job development.

The TARGET staff receives training from ES and the local PIC. Twice a year a special "retreat" for training is planned away from the office.

RECRUITMENT. The Mature Workers program is publicized by notifying Job Centers about the program for older workers, through flyers posted in waiting areas and sent to community organizations, vocational rehabilitation, and womens' organizations, ads in local community newspapers, and public service announcements. Participants are referred by AARP and other aging organizations help to bring in applicants. The most effective recruitment methods identified by the staff were "word of mouth", as friends spread the word through their communities, and the distribution of flyers.

The first step for most persons to the program is an orientation session providing interested persons with an overview of the programs and services TARGET has to offer. Clients may go directly into a short job search class and often these individuals find employment prior to formal enrollment into the program. Under the terms of the contract with the PIC, such placements cannot be counted towards meeting TARGET's performance goals.

TRAINING. During the assessment process, participants may be referred to a community college to research courses and careers they may be interested in. TARGET has a contact person at each community college who may serve as an academic advisor for participants. Vocational and aptitude testing, if needed, may be obtained through the community college. In-house, TARGET uses the California Interest Evaluation to assist participants in determining their vocational interests and employment goals.

According to staff, the training provided has been concentrated in three occupational areas: clerical, accounting, and computer operations. Data entry and word processing courses were popular with those persons wanting computer training. The cost of tuition for classes for persons in training ranged from $225 to $300 per quarter.

Some participants have encountered problems at the community colleges because of pre-requisites and scheduling requirements for certain courses. According to the staff, those schools which provide open entry/open exit classes are often favored as they offer the flexibility needed by the older individual. TARGET staff stressed that most participants didn't want long-term training; they want to enhance the skills that they already had, and were interested in no more than one or two short-term training classes. The training for JTPA 3% program participants lasted no longer than six months, and most training was around three months duration.

During training, participants can be given a transportation allowance and help with emergencies--food, housing, etc. The program can purchase bus tokens or provide money for gasoline, if needed.

Support services are limited to $200 per participant. A needs-based payment of up to $50.00 per week can be vouchered to those participant meeting certain eligibility requirements, of which about 50 percent of the participants do. TARGET staff found that older workers were particularly reluctant to ask for any financial help.

Participants in training are contacted at least four weeks before classes end to discuss their employment plans and to prepare them for entry into job search skills training. Emphasis is placed on daily contact with employers. TARGET provides general placement assistance as well as job development for specific individuals.

The Executive Director believes the program is a success because of the commitment of the staff and their skill in meeting the needs of older adults, and the flexibility to provide a variety of training opportunities through the consortium of community colleges and vocational technical centers.

TARGET staff have discovered that it is necessary to spend more time with older participants than counselors usually do with younger clients. They emphasized the participant's adjustment and alleviating health problems that might interfere with employment, and helping to raise self-esteem. Beverly Gregory, program supervisor, said, "Strong support is needed throughout the program for older participants, but with a firmness and a knowledge of when to cut loose and encourage independence for each participant."

They acknowledged that job development is not always the answer in itself, but it could not be omitted from the process of placing a participant. As with other successful programs, the leaders of TARGET identified the attitude and resourcefulness of the staff as essential elements in operating a successful program.

PARTICIPANT CHARACTERISTICS. The Mature Workers Project operated by

CASE STUDY #6

TARGET served 62 participants ranging in age from 55 to 67. Sixty percent of these participants were in the age range of 55 to 59.

The participants were evenly divided between males and females. The female participants were slightly better educated--most having at least a high school education or equivalent. About 50 percent of the participants had completed some college work.

Minorities made up 31 percent of the participants with 16 percent Black, 10 percent of Asian background, and 5 percent were of Hispanic heritage. Only three of the participants were employed at the time of enrollment and only eight out of the 62 were receiving some type of public assistance upon entering the program.

JTPA 3% PROGRAM PROFILE

Program Characteristics Seattle, WA

Total Served: 62

Age	Number	Percent
55-59	37	60%
60-64	21	34%
65-69	4	6%
70-79	0	0%
80+	0	0%
Total	62	100%

Average Age: 59
Age Range: 55 to 67

Sex		
Male	31	50%
Female	31	50%
Total	62	100%

Ethnic Group		
White (not Hispanic)	43	69%
Black (not Hispanic)	10	16%
Hispanic	3	5%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	6	10%
Total	62	100%

Education		
8th grade or less	3	5%
9th to 11th grade	6	10%
High School Graduate	22	35%
1-3 yrs. of College	28	45%
College Graduate	3	5%
Total	62	100%

Employed at Enrollment		
Female	1	33%
Male	2	67%
Total	3	100%

PLACEMENT OUTCOMES. Of the 62 participants studied, 61 were terminated from the program with 45 of them finding jobs resulting in a placement rate for the program of 74 percent. Over half of the jobs were in service occupations with an average hourly wage of $5.30.

Males were slightly more successful at finding work than females, and at wages 23 percent higher than women. Men had an average hourly wage at placement of $5.81 compared to $4.71 for women. The staff mentioned that they had experienced a higher drop-out rate for women. The participant data showed that most program drop-outs were women in the age group of 55 to 59. It is interesting to note that this project had a higher placement rate for participants over the age of 60, than for the younger group of participants, 85 percent for persons aged 60 and over compared to 68 percent for persons aged 55 to 59.

Seven of the participants received on-the-job training (OJT), and all were placed in jobs earning an average wage of $5.85 per hour, at an average of 36 hours per week. For participants receiving occupational skills training, the average wage at placement was $5.68 per hour working 34 hours per week.

The hourly wages obtained at placement for all participants ranged from $3.35 to $13.50. TARGET participants who were placed showed an average annualized income from employment after placement of $8,819. Cost per placement for TARGET's Mature Workers Program was $2,519.

The following page contains descriptive statistics on the TARGET program. Below is the program supervisor's name and address for further information.

Contact Person: **Beverly Gregory**
Supervisor
Mature Worker Project
TARGET
1601 Second Avenue, 4th Floor
Seattle, WA 98101
(206) 464-6874

JTPA 3% PROGRAM PROFILE

Placement Outcomes Seattle, WA

Total Placed: 45
Total Terminations: 61

Placement Rate: 74%

Age	Number	Percent
55-59	25	55%
60-64	17	38%
65-69	3	7%
70-79	0	0%
80+	0	0%
Total	45	100%

Average Age of Participants Placed: 59
Age Range of Participants Entering Employment: 55 to 67

Sex of Participants Placed	Number	Percent
Male	24	53%
Female	21	47%
Total	45	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	31	69%
Black (not Hispanic)	7	16%
Hispanic	2	4%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	5	11%
Total	45	100%

Average Wage at Placement:	$5.30
Wage Range:	$3.35 to $13.50
Average Hours at Placement:	32
Range of Hours:	10 to 49
Average Increase in Annual Income:	$8,819
Cost Per Placement:	$2,519

CASE STUDY #7

PEOPLE FOR PEOPLE
YAKIMA, WASHINGTON

People For People emphasizes training in their PLUS 55 (Productive Labor for Useful Seniors) program. They have found that the lack of work skills and confidence are two of the major barriers to employment for older workers in this central valley of Washington State. By using different types of training and combinations of training, they have succeeded in achieving a 71 percent placement rate with an average wage at placement of $5.10 per hour.

Helen Bradley, Associate Director of People For People, remarked, "It's the flexibility of available services that makes our program work, we can plan services around the needs of the individual, and we do not have to depend on another agency to carry out the services." She also added that the organization has flexibility in staffing so they can make the best use of each person's "expertise."

Pam Clark, a staff member, said that developing a relationship with the older person helps to make the program succeed. She continued, "this takes time and lots of communicating back and forth. These one-on-one relationships require energy and there is the potential for burn-out."

Using the local vocational trade center, the community college and adult education classes, People For People can offer training to brush up skills, to learn new skills, or to improve basic reading and writing abilities which is often a problem for the Hispanic elderly who comprise about 10 percent of the participants and who generally have no more than four or five years of education. All participants must attend a job development class for about 15 hours to learn how to initiate their own job search and to develop the contacts they need to find work.

About two out of every three people served by Plus 55 are women. Program participants range in age from 55 to 70. The average age was 58. About three-fourths of the participants are in the age range of 55 to 59. Plus 55 serves 14 percent minorities mostly persons of Hispanic and American Indian heritage. They also have initiated outreach into the small black community in the area in hopes of attracting black applicants to the program.

THE SETTING. The Yakima program serves residents of Yakima County which is part of a three county JTPA Service Delivery Area in south central Washington State. The county has a population of about 180,000 of whom slightly less than 50,000 live in the City of Yakima. Nearly half of the county's population lives in unincorporated rural areas. About 80 percent of the population is of European origin and about 15 percent are Hispanics - largely Mexican-Americans. Three to four percent of the population is Native American. The Black and Asian American population in the area is quite small.

CASE STUDY #7

Yakima County is a most unusual area--a large valley bordered on the west by the Cascade Mountain Range which contrasts with the valley below which is surrounded by brown hills. The valley is lush and green with many farms.

Yakima County is the agricultural center of Washington State and known as the "Fruit Bowl of the Nation" for its many orchards. But it also produces a large variety of other agricultural products including livestock, hay, vegetables, and hops - a major ingredient in the manufacture of beer. Grapes are also raised to make Washington State wine; local grape growers hope one day to give California wine lots of competition.

Much of the area's manufacturing and trade is related to agriculture and forestry (e.g. food packing, shipping, lumber mills), though there is some specialty aluminum and aircraft parts manufacturing. Tourism and higher education provide significant employment opportunities in the labor market.

The unemployment rate for the county has been at historically high levels in the last several years, although it is estimated that the rate has declined somewhat recently to about 14 percent. The stagnation of agriculture and traditional manufacturing bear directly upon the declining employment opportunities in the county.

There are 86,000 people in the labor force in the county, of whom about 13,000 are aged 55 or older. Relatively low educational levels present a barrier to employment for many in the county. Over a third (37 percent) of the adults over the age of 25 are high school dropouts. Although the figures are not readily available, it is believed that the proportion of those over 55 without high school degrees is even higher than that for younger adults.

Available jobs generally fall into service industries or retail sales, according to the staff. The economy tends to raise and fall with how well the farmers are doing. The few industries in the area are related to agriculture like packing plants, plants producing fruit juices, and warehouses.

THE ORGANIZATION. People For People began in 1965 as a community action agency. In 1974, the organization became independent and the name was changed to the current one; the agency has provided mainly employment and training services ever since.

Its interest in older workers developed in the last three or four years. In 1981, People For People developed a Senior Transit service under contract from the local Area Agency on Aging. It also receives some private-sector support for the transportation system from businesses and the United Way. Information and referral and a RSVP program complete the social services offered to the older population.

The primary function of People For People is to provide employment and training services to adults aged 22 and over. Most of its funding is through performance-based contracts from the JTPA service delivery area (SDA). Their JTPA Title IIA programs emphasize occupational skills training. The annual budget for People For People is around $2 million, of which $107,627 is for conducting the JTPA 3% training program for older workers. The 3% program was the focus for this study.

The SDA requires the JTPA 3% program to meet stringent performance requirements such as an entered employment rate of 62 percent, an average wage at placement of $4.50 per hour, and a placement retention rate at 90 days of 62 percent. Additionally, the program must serve 60 percent women, 16 percent minorities, and 32 percent school drop-outs. Payments are received at seven interval points--after enrollment, after completion of 100 hours of training, after completion of 160 hours of training, at placement, and after follow-up if the participant is still on the job after 90 days. A bonus of 20 percent is added if the placement is training related.

The staff of the JTPA 3% program consists of two OJT Coordinators/Counselors. Both have an area of the county to serve, and both are responsible for assessment, developing individual training plans with participants, working with the area schools, developing OJT contracts, placement assistance, and job development. A small amount of the Associate Director's time is spent on the JTPA 3% program in supervision of staff, and monitoring of program performance.

MAJOR TRAINING AND PLACEMENT COMPONENTS. The JTPA 3% program is advertised through newspaper ads, posters, and networking with other agencies such as Employment Security, county agencies, Green Thumb, the Area Agency on Aging, and Senior Centers. Word-of-mouth was identified by the staff as the way most applicants hear about the program.

In the southern part of Yakima County where a large Hispanic population lives, the OJT Coordinator/Counselor distributes posters and flyers printed in Spanish, has articles published about the program in a weekly Spanish newspaper, and participates on programs on one of the two Spanish-speaking radio stations in the area. Tom Cerna, the OJT Coordinator/Counselor in the area, is also very active in organizations working with the Hispanic community. He reported that "lack of education, work experience and confidence" were serious problems for Hispanics especially for the older women who had difficulty seeing themselves as "autonomous."

After intake, participants attend job development classes for about three hours per day for five days. These classes include sessions on how to prepare resumes and cover letters, on how to correctly fill out job applications, on interview techniques, and on proper dress and hygiene.

During the assessment process, it is decided whether training is needed for the participant, or whether they are job ready and a direct placement can be pursued. If training is needed, with the help of the participant an individual training plan is developed with appropriate steps to be followed. The SDA must approve these plans.

OCCUPATIONAL SKILLS TRAINING. People For People offers occupational skills training through classroom settings, OJT contracts, occupational internships, and a combination of these. About three-fourths of the participants received occupational skills training and about 40 percent received more than one type of training, e.g., classroom training followed by on-the-job training (OJT).

The classroom training generally lasts six to nine weeks. JTPA 3% participants average about 75 hours of classroom work. Classroom training is most often in the clerical field, data entry, home health, or for nurses' aide certification.

On-the-job training is generally provided for 8 to 10 weeks to participants who need brush-up training. OJT contracts cannot exceed 480 hours, or 12 weeks. Employers are reimbursed for 50 percent of the participant's wages during training. Most of the jobs were in the clerical field and paid between $4.00 and $4.50 per hour.

One of the JTPA 3% success stories was about a woman who was hired through an OJT contract as a travel agent and who did so well that she later won a trip to Greece because of her outstanding work performance.

Work experience with intensive training through occupational internships is provided to participants through public agencies and private, non-profit organizations. Community agencies have agreed to hire the person after training if she/he had performed well enough. Participants were paid stipends of $3.00 per hour during training, but must be placed at minimum wage or higher. Agencies participating have included the Job Service, the welfare office, day care centers, and migrant health clinics. Persons in occupational internships received an average of 285 hours of training.

MARKETING OLDER WORKERS TO EMPLOYERS. The two JTPA 3% program counselors contact employers in person, no cold calling on the telephone is done. They spend about half of their time calling on employers. They found that it was best to survey all businesses. They also found Wednesday and Thursday were usually the best days to talk with employers, between the hours of 10:00 am and 4:00 pm. The counselors leave a brochure and business card, and often re-contact small employers who hire about 95 percent of the program's participants.

The program requires the 3% participants to make at least three contacts with employers per week and to register for work at the local Employment Security office.

One of the counselors, said, "It's very important in a small town to know the community and to gain the trust of the employers. Small towns are often like closed shops."

CASE STUDY #7

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. The People For People Plus 55 program served 40 women, of whom 35 were white, and 23 men, of whom 19 were white. Six of the participants were Hispanics and two were American Indians.

Sixty-two of the participants left the program with 42 of them finding employment. The average wage obtained at placement was $5.10, and the average number of hours of work 35 per week.

The jobs obtained at placement ranged in wage from $3.35 per hour to $22.92 per hour. The work schedules of the participants finding employment ranged from 15 hours per week to 50 hours per week.

Female participants found jobs in three main occupational areas: clerical, sales, and health care. Male participants found jobs in sales, maintenance, transportation, and in management. The men served by this project were generally more successful in finding employment than the women. Twenty men out of 23 found work, resulting in an 87 percent placement rate, while 22 women found work out of 39 terminated, resulting in a placement rate for them of 56 percent. The men also tended to have higher wages at placement and to be working longer hours.

The following two pages provide descriptive information on the People For People JTPA 3% program. Below is the name of a contact person for further information.

Contact Person: **Helen Bradley**
Associate Director
People For People
1214 West Lincoln
P.O. Box 1665
Yakima, Washington 98907
(509) 248-6726

CASE STUDY #7

JTPA 3% PROGRAM PROFILE

Program Characteristics — Yakima, WA

Total Served: 63

Age	Number	Percent
55-59	48	76%
60-64	11	17%
65-69	3	5%
70-79	1	2%
80+	0	0%
Total	63	100%

Average Age: 58
Age Range: 55 to 70

Sex	Number	Percent
Male	23	37%
Female	40	63%
Total	63	100%

Ethnic Group	Number	Percent
White (not Hispanic)	54	86%
Black (not Hispanic)	0	0%
Hispanic	7	11%
American Indian/ Alaskan Native	2	3%
Asian/Pacific Islander	0	0%
Total	63	100%

Education	Number	Percent
8th grade or less	10	16%
9th to 11th grade	16	25%
High School Grad.	30	48%
1-3 yrs. of Coll.	6	9%
College Graduate	1	2%
Total	63	100%

CASE STUDY #7

JTPA 3% PROGRAM PROFILE

Program Outcomes — Yakima, WA

Total Placed: 42
Total Terminations: 62

Placement Rate: 68%

Age	Number	Percent
55-59	32	76%
60-64	7	17%
65-69	3	7%
70-79	0	0%
80+	0	0%
Total	42	100%

Age Range of Participants Entering Employment: 55 to 68
Average Age of Participants Placed: 58

Sex of Participants Placed	Number	Percent
Male	20	48%
Female	22	52%
Total	42	100%

Ethnic Group	Number	Percent
White (not Hispanic)	34	81%
Black (not Hispanic)	0	0%
Hispanic	6	14%
American Indian/ Alaskan Native	2	5%
Asian/Pacific Islander	0	0%
Total	42	100%

Average Wage at Placement:	$5.10
Wage Range:	$3.35 to $22.92
Average Hours at Placement:	35
Range of Hours:	15 to 50
Average Increase in Annual Income:	$9,282
Cost Per Placement:	$2,565

D. JOB DEVELOPMENT MODEL

The Job Development Model emphasizes program staff marketing older workers to employers and developing specific jobs for participants to supplement individual job search. As with the other models, the Job Development programs use extensive assessment, values clarification, resume preparation, and training in specific job search techniques.

Information gathered about the labor market and individual employers is often developed into Job Banks and Employer Lists which participants can use in their job search. However, successful job development programs do not depend heavily on impersonal methods to match participants with jobs. Rather, the job developer/counselor usually works with the participants to assist them in selecting appropriate jobs and employers to contact.

Programs operating under the Job Development model generally do not provide extensive occupational skills training, basic education, or On-the-Job Training. Even those Job Development oriented programs providing occupational skills training do so on a short-term basis (two to three weeks) for a small number of the participants.

UNIQUE ASPECTS OF JOB DEVELOPMENT MODEL. As the name implies the Job Development Model relies heavily on one or more job developers. There are several important characteristics of successful job development in older worker programs:

KNOWLEDGE OF THE LOCAL LABOR MARKET. The main requirement of successful job developers is that they must be knowledgeable about the local labor market. Many employment and training practitioners associate the term "labor market information" with complicated statistical tables. Such information, often prepared by state or local agencies, is an essential component of labor market information but, by itself, may not be extremely useful in the job development effort for older workers.

The Job Development oriented programs, however, recognize two major aspects of labor markets. First, most jobs are never formally advertised: there is a hidden job market in every community. Secondly, job openings are extremely fragile since most employers attempt to fill positions as quickly as possible. The old adage "striking while the iron is hot" applies here.

Thus, Job Development Program operators understand that the want ads and other listings of job openings are likely to represent only a small proportion of the jobs actually available at any given time and that published studies of the labor market provide information on general trends only. This means that, while published sources may be useful up to a point, the program staff has to develop and continuously update its own labor market information.

Programs generally obtain published information on the major industries and occupations in their area and begin to follow trends (e.g., plant openings or closings reported in the newspaper, state reports of the latest employment and unemployment statistics for the area). This provides a general picture of local labor market conditions and prevents job developers from overlooking potential opportunities. But most job developers in these programs reported establishing their own customized information base by systematically contacting local employers.

Initially, the job developer may begin with the Yellow Pages of local telephone books or the membership list of the local Chamber of Commerce. This is followed by telephone calls to employers to make appointments or gather initial information.

In the initial contact with the employer, the job developer finds out what kind of workers the company normally hires; obtains information on the occupational structure of the company; learns who does the hiring for the company; asks about the employer's turnover and anticipated hiring trends over the next several months; and often puts in a plug for hiring older workers.

The successful job developer follows a similar procedure with employers who have hired the agency's participants in the past on the theory that any employer who has hired an older worker may be willing to hire more, particularly if the first hire has been successful.

KEEPING EMPLOYER FILES. Having gathered initial information on employers and their hiring patterns, the job developer then develops a filing system that can be continually updated. This system need not be elaborate or expensive to maintain. It has been done successfully on three-by-five cards filed by the name of the employer and kept in a small box. A personal computer using standard software makes it easier to cross reference information in the file, but is not absolutely essential.

The information in the file usually includes the name of the employer, the name of the person who does the hiring, the name of the secretary of the person who does the hiring -- many job developers consider this the most important piece of information -- the appropriate phone numbers, the type of jobs the employer regularly has openings for, the jobs for which the employer has hired program participants, wages normally paid for different types of work, and notes on the idiosyncrasies of the company or the personnel staff.

Some job developers keep a log of their employer contacts; all keep their basic file up to date noting changes in the hiring staff and in any other essential information.

The file then becomes the basic source of information in assisting participants in locating jobs. If a job is listed in the newspaper or elsewhere, the job developer can refer to this quick source of additional information on the employer. If the participant has specialized skills or interests, the job developer can use the file to determine which employers might be likely prospects to hire the participant.

FINDING NICHES IN THE LABOR MARKET. Not all jobs in the same occupation pay the same even at the entry level. A waitress, for instance, in an expensive restaurant makes more than one in an inexpensive restaurant. This principle holds true with many occupations. The alert job developer keeps track of wages paid, fringe benefits (these can be particularly important to some older workers), and working conditions of jobs in ostensibly the same occupation, noting differences in job requirements or hiring preferences, and steering participants towards the better jobs when possible.

Similarly, certain occupations and employers are more suitable or amenable to hiring older workers than others. The successful job developer looks for these niches in the labor market and focuses on these openings and employers. Sometimes, the job developer creates the niches by convincing a given employer to hire an older worker, then if the person works out well, follows that by recommending other participants to the same employer or other employers who hire in the same field.

By exploring these niches in the labor market, the job developer can increase both the placement rates and the placement wages of participants.

DEALING WITH PEOPLE RATHER THAN INSTITUTIONS. Successful job developers understand that it is individual people -- with names and faces and spouses and children and pets -- rather than companies or institutions that make the actual hiring decisions. The job developer tries to get to know the person who does the hiring personally so that the company will be agreeable to at least interviewing participants referred by the job developer.

KNOWING THE PARTICIPANTS. Job developers are the link between the employer and the participant and it helps greatly if they know both well. In many programs, the role of job developer and counselor are combined to ensure that the job developer can match the interests and skills of a participant with the desires of the employer.

Even where these roles are separated, successful job developers make a real effort to get to know participants before sending them out on interviews. In the programs where the roles are separated, the staff is usually organized as a close knit team so there is daily interaction between the job developer, instructors, and counselors so that the job developer is kept current on all participants who are looking for work.

Computerized job matching systems and job banks can be helpful tools to the participants and the job developer, but the experienced job developer knows that jobs are more than a set of work requirements and participants are more than a set of skills. The better the job developer knows the participant, the more assistance he or she can give to help the participant find a satisfactory job in the shortest possible time.

Job developers live by their reputation of sending appropriate people to appropriate employers. If this reputation is damaged, either with the participants or with the employers, both recruitment and placements can be effected.

ASSERTIVENESS. The program operators interviewed for the study all agreed that successful job development requires not only special skills but a special personality. The job developer must enjoy getting out and cajoling information out of employers and convincing them to at least take a look at the available participants. The job demands considerable creativity in looking at labor markets and finding the niches appropriate to older workers.

ADVANTAGES OF JOB DEVELOPMENT MODEL. The Job Development Model has the advantage that it can be operated with a small staff for a relatively small number of participants (e.g., less than 50 participants), although it can be used by larger programs as well. Among the programs studied, the Job Development oriented programs had the lowest average cost per placement and a slightly higher placement rate than the other models described. It is also popular with many older workers who are interested in getting a job quickly without having to pursue skills training or obtaining further education.

However, despite its relatively low cost and high placements, the Job Development Model does appear to have some limitations. Wages were lower, on average, than the Comprehensive Employment Service Model and the Occupational Skills Training Model. As with the Job Search Training Model, the Job Development Model does not increase the skill level of the participants. Rather, it attempts efficiently to tap existing skills so that participants can quickly find the best job they are currently qualified to fill.

Table III-6 on the following page provides the performance outcomes for the two programs described under the Job Development Model. The performance outcomes of the different programs are affected, of course, by the economic environment of the area served, labor market wage factors, funding levels, and the characteristics of the program participants. Thus these performance outcomes are not presented for comparing one program with another, but to show the trend for placement rates, average wages, and costs within the model.

Table III-6

JTPA 3% Job Development Model

Placement Outcomes					
No.	Case Study	Placement Rate	Average Wage at Placement	Average Number of Hours	Average Cost Per Placement
8	Norfolk, VA	85%	$3.85	N/A	$1,368
9	Phoenix, AZ	84%	$4.47	33	$920

N/A means information is not available.

STRUCTURE

Model is appropriate for small to medium-sized programs.

This model is easier to implement in a fairly restrictive labor market.

ESSENTIAL ELEMENTS

Staff must have the ability to market older workers to employers, and to match older workers with appropriate jobs.

Knowledge of the labor market is essential.

LIMITATIONS OF MODEL

Participants may find work quickly but may not enhance their job skills. Advancement potential for participants may be limited.

MODEL 3: JOB DEVELOPMENT MODEL

Program Emphasis: Providing intensive job development on a one-to-one basis.

Key Service: Job Development

- Developing specific jobs to meet employment needs of individual participants;
- Regular contact with employers to learn of their needs for employees.

Other Services:
Assessment
Job Counseling
Placement Assistance
Support Services
Follow-up

CASE STUDY #8

BETA GETS EMPLOYERS TO HELP IN THE TRAINING
NORFOLK, VIRGINIA

The Norfolk-Virginia Beach-Hampton Roads area of Southern Virginia sprawls over 50 miles along the Atlantic Ocean, Chesapeake Bay, and James River. Its location makes it a primary center of ocean going shipping and a major U.S. Naval Center. The rapid growth over the last twenty years has made Virginia Beach alone the largest city in Virginia today. Yet many older workers who grew up in the old, quieter days of the region have been left behind with few skills and little education.

The BETA Corporation, a private-for-profit company, operating under a JTPA 3% performance-based contract which stipulates they are only paid for placements, recruits and trains unemployed older workers, who for the most part haven't completed high school. Eighty-five percent of those leaving the program were placed in jobs.

The program combines in-house training, employer-sponsored training, and high support self-directed job search. A major part of the program effort was devoted to in-house training of home health companions, and the development of a referral system for program participants using contacts with local hospitals and local home health care providers to insure the quality of the training and the employment of the participants upon completion of training.

Additionally, BETA was able to influence a national pizza chain to provide participants with training as CRT operators for a centralized pizza delivery and order taking operation, which served the metropolitan area. Similar arrangements were made with a variety of other employers on an individual basis. BETA staff indicated that these initiatives allowed individuals with few skills to move into secure employment in above minimum wage jobs.

For participants in both its in-house training and the employer-sponsored training, the program emphasizes job search activities based on the philosophy that in the last analysis it is the individual who lands the job even when the job opening or training opportunity has been identified by the program staff.

During the 1985-86 program year, BETA was funded at the level of $78,000 with JTPA 3% funds under a contract with the Southeastern Virginia Area-Wide Model Program, Inc. (SEVAMP), which among its other functions serves as the Area Agency on Aging. In addition to the BETA project, SEVAMP funded two other JTPA 3% programs in its service area during the year.

THE SETTING. The eight jurisdictions -- counties and independent cities -- served by the SEVAMP organization are dominated by the Norfolk-Virginia Beach-Newport News Metropolitan Area with its 2.1 million people spread over a 50 mile stretch of shoreline. There are still significant rural areas along the Virginia-North Carolina border in the southern and western portions of the service area.

However, most of the BETA participants came from the cities of Norfolk and Virginia Beach.

The largest employers in the area are military installations, which account for about 32.9 percent of the jobs; while service industries account for 15.1 percent, and governments account for 10.1 percent. The slowest growing industry appears to be durable goods manufacturing; the fastest being service industries.

About eight percent of the total population of the area is economically disadvantaged; however, for those between the ages of 55 to 60, 11 percent have incomes below the poverty level. For those over 60, the number increases to 15.8 percent.

THE ORGANIZATION. The BETA Corporation is a division of Employment Services, Incorporated (ESI), a private-for-profit company involved in a variety of personnel recruitment and training activities through its various subsidiaries. BETA - the acronym stands for "Better Employment Training for America" - has been providing employment and training services since 1982 and working with older workers since 1984.

BETA has six offices in various parts of Virginia and Tennessee. It generally operates on performance contracts with state and local funding agencies in which the company is paid only when specific tasks, especially placement, are completed to the satisfaction of the contracting agency.

STAFFING. The project has three primary staff members. The program coordinator, who also oversees BETA operations at other sites in Tennessee and Virginia, is responsible for developing curriculum, program development, and general management. Recruitment, employability skills training, counseling, job development, follow-up and working with both participants and employers are the responsibilities of the assistant program coordinator.

A vocational skills instructor, under contract, provides home health training. In addition, there are three clerical/administrative support persons. Staff members are trained as employment counselors by the corporate staff. Audio visual materials, cassette tapes, and training manuals are used to provide instruction in JTPA regulations and procedures as well as in techniques for training and placing older workers.

OVERALL PROGRAM. Fifty seven of the 67 participants leaving the BETA program during the 1985-86 program year were placed in permanent, unsubsidized jobs. The majority of these jobs were in home health services (companion aides). Other jobs included building maintenance, CRT operators, and horticulturists. The average wage at placement was $3.85 per hour.

The program offers a combination of short term skills training and job search skills training. Job search skills are taught with groups and individuals. Approximately 80 percent of this training is done in group sessions and 20 percent with the individual participant. BETA's Job Search Component and Employability Skills Training, is copyrighted and emphasizes motivation, value clarification and specific techniques for successful interviews. The program does not provide supportive services, other than extensive counseling.

RECRUITMENT. BETA uses a variety of techniques for recruiting: it advertises in the newspapers, sends out flyers, contacts senior citizens centers and requests assistance from all other organizations concerned with older persons. According to the Program Coordinator, "Our goal is to reach as many older individuals as possible, sort out those not interested or who can't work, and enroll those who want to work." BETA reports few problems in recruiting interested individuals.

ASSESSMENT. An in-depth assessment is made of each enrollee, and self-assessment is a major component of the job search skills training. The participants are provided with extensive counseling during the course of both job search and occupational skills training. They are taught specific employability skills such as interviewing techniques, understanding employer expectations, and the requirements for keeping a job.

SKILL TRAINING. In addition to an extensive in-house training program for home health companion aides, BETA actively recruits private-sector employers to provide vocational skills training. Their staff assists employers in developing the training curriculum for older workers. The training usually lasts about two weeks and emphasizes supplementing or improving the skills participants have gained over a lifetime of work.

JOB DEVELOPMENT. BETA emphasizes job development, stressing staff knowledge of employers and the labor market. According to the staff, they really "work" their list of employers, especially those who have already hired older workers. Job development is personalized to the participant's needs with the end goal being long-term unsubsidized permanent employment at above minimum wage with advancement opportunities. Jobs are found through use of telephone books, want ads, staff contacts, and monthly labor market information reports.

BETA staff strives to maintain an ongoing relationship with a number of employers, especially with a local hospital that assists them in placing Companion Aides after training. The majority of BETA's placements were as companions in the 1985-86 program year.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. BETA served 78 participants during the program year of whom 67 terminated from the program. Of the terminees, 57 found jobs resulting in a placement rate of 85 percent for the program. The average hourly wage at placement was $3.85.

The age of the 78 participants ranged from 55 to 72, with 49 percent over the age of 60. The average age of the participants was 60. Females were an overwhelming majority making up 85 percent of the participants; Black women comprised some 50 percent of the total. Some 62 percent of the participants served were of minority background. Almost half of the participants had less than a high school education.

Women who obtained employment had a slightly higher average wage at placement than men--$3.87 for women compared to $3.79 per hour for the men--which is rather unusual among the programs reviewed in this study.

Also of note was that 83 percent of the participants with drivers licenses were placed versus only 52 percent of those without drivers licenses being placed.

Two thirds of the placements were in home health services; other jobs obtained were in customer service, CRT operators, clerical, maintenance, and horticultural work.

Eight of the participants who remained on the 3% program were enrolled in Title V Senior Community Service Employment Program. BETA program staff mentioned that they found these participants were much less motivated to find employment in the private sector, when compared to other participants they worked with.

The number of hours of work per week at placement was not recorded on the participant's termination form, thus this information was not available to the study. Average cost per placement was $1,368 based on 57 placements under a contract for $78,000.

The following two pages contain statistics on the BETA Corporation's JTPA 3% program. Below the name of the contact person is given and the program address for further information.

Contact Person: **Virginia Forant**
Program Coordinator
BETA Corporation
5291 Greenwich Road
Suite 1
Virginia Beach, VA 23462
(804) 456-0355

CASE STUDY #8

JTPA 3% PROGRAM PROFILE

Participant Characteristics Norfolk, VA

Total Served: 78

Age	Number	Percent
55-59	40	51%
60-64	26	34%
65-69	8	10%
70-79	4	5%
80+	0	0%
Total	78	100%

Average Age: 60
Age Range: 55 to 72

Sex	Number	Percent
Male	12	15%
Female	66	85%
Total	78	100%

Ethnic Group	Number	Percent
White (not Hispanic)	30	38%
Black (not Hispanic)	43	55%
Hispanic	0	0%
American Indian/Alaskan Native	1	2%
Asian/Pacific Islander	4	5%
Total	78	100%

Education	Number	Percent
8th grade or less	10	13%
9th to 11th grade	27	35%
High School Graduate	29	37%
1-3 yrs. of College	10	13%
College Graduate	2	2%
Total	78	100%

Employed at Enrollment	Number	Percent
Female	8	89%
Male	1	11%
Total	9	100%

CASE STUDY #8

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Norfolk, VA

Total Placed: 57
Total Terminations: 67

Placement Rate: 85%

Age	Number	Percent
55-59	32	56%
60-64	20	35%
65-69	3	5%
70-79	2	4%
80+	0	0%
Total	57	100%

Average Age of Participants Placed: 59
Age Range of Participants Entering Employment: 55 to 72

Sex of Participants Placed

	Number	Percent
Male	10	18%
Female	47	82%
Total	57	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	24	42%
Black (not Hispanic)	30	53%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	3	5%
Total	57	100%

Average Wage at Placement:	$3.85
Wage Range:	$3.35 to $5.00
Average Hours at Placement:	Information Not Available
Average of Hours:	" " "
Average Annualized Income After Placement:	Information Not Available
Cost Per Placement:	$1,368

CASE STUDY #9

CITY OF PHOENIX: TARGETING THE LONG-TERM UNEMPLOYED

The City of Phoenix Aging Services Division placed 84 percent of its 122 JTPA participants last year through a program that combined structured self-directed job search, intensive job development, and supplemental occupational skills training.

The participants are largely drawn from the ranks of the long-term unemployed with 71 percent of them having been unemployed for 15 weeks or more.

But according to local observers, what really seemed to make a difference with working with this population of older workers was staff attitude--all expressed strong commitment to getting this special population into permanent jobs. The director and the job developer had extensive experience in employment and training. They also just seemed to enjoy working with older workers. Three of the four were over 50 themselves, including a 74 year old secretary.

Innovative job development efforts marked the program staff's attempts to find unique occupations geared specifically to the needs and interests of older workers. For example, a number of the participants were placed with real estate title companies to assist in the process of doing title searches. Also of note was the ability of program staff to break into the market for reservation agents at major hotels.

The program concentrated it services on those aged 55 to 62 who had few other sources of income, according to staff. They said many of the participants had been displaced from other work and had no idea where to turn. Many had accepted early retirement and moved to Arizona only to find that they couldn't afford not to work. Others had ended up needing income because of divorce or widowhood. A number had health or physical limitations that prevented them from continuing jobs requiring heavy physical labor (e.g., construction trades).

THE SETTING. Resting in the desert Valley of the Sun along the course of the normally dry Salt River in south central Arizona, the City of Phoenix defines the term "urban sprawl". It spreads over an area of flat desert and low mountains larger than all five boroughs of New York City but has about an eighth of the population. Still, with about a million people, it is the Nation's ninth largest city and one of the fastest growing. Phoenix is the center of a rapidly expanding metropolitan area that includes Scottsdale, Tampa, Mesa, and Glendale - each substantial cities in their own right.

Founded in the 1870s on the site of ancient Indian agricultural settlements, it grew slowly as the center of trade in cattle, citrus, cotton, olives, dates and other agricultural produce made possible by the damming of the Salt River and its tributaries and the construction of an extensive irrigation network throughout the Valley. With the coming of the Second World War, the concurrent establishment of major air bases and defense plants, and the invention of practical domestic air conditioning a few years later, the City and the surrounding area entered a boom period that continues to this day.

Today, high technology (electronics, computers, aerospace), tourism, services, and government--Phoenix is the state capital--provide the economic base for the city. With an unemployment rate of around five percent in the 1985-86 program year, the city's joblessness was well below the national average even though the electronics industry had been in somewhat of a slump due to national overproduction.

The City's population growth from the 40,000 people in 1940 to nearly a million has come largely from in-migration from the northern and eastern parts of the United States and from Mexico. Mexican-Americans make up about 13 percent of the city's population while Blacks account for less than five percent. American Indians, moving from the state's numerous reservations to Phoenix, now make up about two percent of the total population.

The older population is particularly visible in the Phoenix area due to the many retirement communities. The single retirement community of Sun City, on the outskirts of Phoenix, has a population of over 50,000 people all over the age of 50.

However, the median age of the total population of the area is actually about the same as the rest of the nation because in-migration over the last several decades has included many families with children as well as retirees. The low income elderly population tends to be like that of other cities, isolated in older inner-city neighborhoods.

THE PHOENIX AGING SERVICE DIVISION. Ms. Helen Drake has been a moving force in the city's effort to address the needs of the elderly since 1968. In that year she managed to get funding to study the nutritional needs of the city's elderly. The following year the city got its first grant to operate Senior Centers.

Since then the program has grown to what is now the Division of Aging Services within the City's Department of Human Resources which has a $4.2 million budget and over 135 staff people (including a number of part-time Title V aides) to provide nutrition services, transportation (Dial-a-Ride), extensive counseling services, literacy programs, and a variety of other services for the elderly in addition to the JTPA 3% employment program. Helen Drake is still the director and she is still looking for new ideas.

According to staff, the Division does not serve as the Area Agency on Aging but does work closely with that agency. The Division receives its base funding from the City of Phoenix and supplements their budget with a variety of grants and contracts.

CASE STUDY #9

THE JTPA 3% OLDER WORKERS PROGRAM. The Aging Services Division has been operating an Older Workers program since 1984, shortly after the first JTPA 3% funds became available from the State Administration on Aging. The $114,000 for the 1985-86 program year flowed through the City's JTPA Administration which serves as the administrative entity for the local JTPA Service Delivery Area. The City of Phoenix JTPA Administration subcontracts with the Aging Division and monitors the performance of the Division as it does its many other subcontractors.

The City's JTPA administration provides management information services, technical assistance, follow-up on participants to determine whether they are still working and at what wage, and other services for its subcontractors including the Aging Services Division. It also rates the performance of each of its contractors to determine priority of funding.

During the 1985-86 program year, the Aging Services Division's JTPA 3% program served 122 participants, placed 90 of them in permanent unsubsidized jobs, continued serving 15 of the remaining participants into the new program year, and was unable to place 17 participants who left the program for a variety of reasons. The program achieved a placement rate of 84 percent.

STAFF. The program is directed by Lucille Andrews who is assisted by a job developer, a case worker, and a part-time Title V Senior Community Service Employment clerical aide. Ms. Andrews, who serves as program coordinator, conducts most of the initial interviews with applicants, instructs participants in job club activities, and assists with participant counseling in addition to the other program essentials of planning and managing daily operations.

A case worker handles intake procedures, instructs in job club activities, makes referrals to other agencies, and does follow-up with employers and participants who have been placed in regular jobs. The job developer works with both participants and employers, maintains a job bank (which includes lists of likely employers as well as those who have actual openings), and generally attempts to match specific participants with the needs of individual employers. A Title V participant provides clerical support and acts as program receptionist.

RECRUITMENT. Staff indicated that they had no particular problem in recruiting participants needing their services. Recruitment is done primarily through a network of contacts with a variety of other agencies and through the City's own programs of social services and services to the aging. Although the program does put a small advertisement in the newspaper every month, referrals and word-of-mouth are the major source of recruiting new participants.

TRAINING AND SERVICES. The Employability Skills Workshop and the Job Club provide the main services received by participants. Furthermore, the program has funding for classroom training at the Maricopa County Skills Center for such occupations as clerical, cashier, hotel management, computerized bookkeeping, and medical records technician; however, less than a quarter of the participants choose these training opportunities.

For those participants who elect to take the 3 to 6 month skills training, basic education courses are available to enable them to successfully complete the skills training. On-the-Job Training is also available through the City's other JTPA programs although it is not greatly used, because, according to staff, it hasn't been found to be necessary.

The Employability Skills Workshop is a structured high support job search assistance program. The Workshop is organized on an open entry/open exit basis with participants moving through the program continuously. Most participants stay in the job club for two to three sessions before moving to independent job search. The coordinator, the case worker, and the job developer all spend considerable time counseling and working with the participants before and after participation in the workshop, according to staff.

The workshop and the counseling both emphasize the need for values clarification, self-assessment, getting an interview, and strong interview skills once an interview is scheduled. The job developer primarily works to find openings and to identify potential employers. Emphasis is placed on getting the participant to set up his/her own interviews with employers and obtain their own job.

In terms of supportive services funded out of the program's own budget, only bus tickets (used by about a quarter of the participants) and a $30 a week allowance based on need (used by about 10 percent of the participants) were available.

COORDINATION WITH OTHER PROGRAMS. The program has develop strong linkages, mostly through personal contact, with a variety of other programs to supplement the training and services available in the project. The Aging Divisions' Senior Centers, counseling activities, and transportation services are extensively used to provide support services and referrals for the employment program.

In addition, such agencies as the Area Agency on Aging, the City's other social service agencies, the Grey Panthers, the St. Mary's Food Bank, homeless shelters, St. Vincent DePaul Society, and the Foundation for Senior Living provide a variety of services for the participants and are sources of referral for recruiting clients.

In terms of training services, the program has strong linkages with other City of Phoenix JTPA subcontractors. Some examples are as follows: the local community college skill center, the local office of the State Vocational Rehabilitation Services, and the Veterans Administration. According to staff, the latter is particularly helpful since veterans are a special target group for the program.

Relations with employers during the 1985-86 program year were largely handled by the job developer on a one-to-one basis. The program had formed an employers advisory committee to generate more private-sector support for the program but at the time of this visit, the committee had not begun to meet on a regular basis.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. The City of Phoenix program placed 84 percent of the 107 people who left the program during program year 1985-86. This high placement rate combined with the extensive use of low cost job search assistance and the relatively large number of participants served by the program kept costs per placement to a low $920. This expenditure resulted in an estimated annualized income for those placed of $7,670. The wages at placement averaged $4.47 and ranged from $3.35 to $7.00 an hour.

A majority of those placed found full-time employment. When the starting hours for all participants are averaged, it comes to 33 hours per week.

The average age of the Phoenix program participants was 59 with a solid majority (63%) between 55 and 59 years of age. Only 14 percent were over the age of 65. This age pattern reflects the program's emphasis on service to the long-term unemployed who had no other sources of income (e.g., social security benefits), according to program staff.

The Phoenix program participants tended to be somewhat better educated than participants in other programs surveyed. Most of the participants (82 percent) had at least a high school degree. Some 38 percent had some college or postsecondary technical training and 12 percent had four year college degrees at the time they enrolled in the program.

The program took special efforts to balance participation between men and women. About 48 percent of the enrollees were men compared to 39 percent for participants in all programs studied.

Ethnically, the participants generally reflected the ethnic makeup of the City of Phoenix with 81 percent of the participants being white, nine percent Hispanic, seven percent black, two percent American Indian, and one percent Asian.

The characteristics of those placed tended to correspond closely to the characteristics of all participants.

Contact Person: **Ms. Lucille Andrews**
Program Coordinator
Phoenix City Aging Services
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JTPA 3% PROGRAM PROFILE

Participant Characteristics Phoenix, AZ

Total Served: 122

Age	Number	Percent
55-59	77	63%
60-64	28	23%
65-69	15	12%
70-79	2	2%
80+	0	0%
Total	122	100%

Average Age - 59
Age Range - 55 to 75

Sex		
Male	59	48%
Female	63	52%
Total	122	100%

Ethnic Group		
White (not Hispanic)	99	81%
Black (not Hispanic)	8	7%
Hispanic	11	9%
American Indian/Alaskan Native	3	2%
Asian/Pacific Islander	1	1%
Total	122	100%

Education		
8th grade or less	6	5%
9th to 11th grade	16	13%
High School Graduate	54	45%
1-3 yrs. of College	31	25%
College Graduate	15	12%
Total	122	100%

Employed at Enrollment		
Female	5	36%
Male	9	64%
Total	14	100%

CASE STUDY #9

JTPA 3% PROGRAM PROFILE

Placement Outcomes | Phoenix, AZ

Total Placed: 90
Total Terminations: 107

Placement Rate: 84%

Age	Number	Percent
55-59	56	62%
60-64	23	26%
65-69	9	10%
70-79	2	2%
80+	0	0%
Total	90	100%

Age Range of Participants Entering Employment: 55 to 75
Average Age of Participants Placed: 59

Sex of Participants Placed

	Number	Percent
Male	45	50%
Female	45	50%
Total	90	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	74	82%
Black (not Hispanic)	5	6%
Hispanic	8	9%
American Indian/ Alaskan Native	2	2%
Asian/Pacific Islander	1	1%
Total	90	100%

Average Wage at Placement:	$4.47
Wage Range:	$3.35 to $7.00
Average Hours at Placement:	33
Range of Hours:	20 to 40
Average Increase in Annual Income:	$7,670
Cost Per Placement:	$920

E. JOB SEARCH SKILLS TRAINING MODEL

THE HIGH SUPPORT JOB SEARCH SKILLS TRAINING MODEL. This model is the simplest and generally least expensive form of training observed during the study. It is well suited to organizations making their first efforts in the older worker employment field and for those organizations having other programs as their primary focus.

It is often popular with older participants since it moves them almost directly to looking for work without the delay implied in occupational skills training. Many participants have saleable skills, but simply lack the ability to sell them, according to proponents of this model.

Nevertheless, to be successful, the Job Search Model does require a good curriculum, well prepared staff, and at least some backup resources. The term "job search assistance" is often used rather loosely and can be taken to mean anything from a simple one-time counseling session to a highly formal training program lasting several weeks. Successful programs of this model have some specific elements:

STRUCTURED TRAINING. Each program operates from a curriculum either designed by the program operators themselves or chosen from among the various published job search training curricula. There is a progression of steps through which the trainee moves. This can be done either individually or in a group setting although it is usually done in a group of twelve to twenty persons with a maximum of discussion and feedback. The meetings follow an established schedule.

TRAINED STAFF. The staff, which often operates independently of the rest of the organization, should be experienced or specifically trained to conduct the job search classes and associated counseling.

The best curriculum will not support untrained staff.

The model seems to work best where there is more than one staff person involved in working with the same participants. This provides both moral support among the trainers and an opportunity for the participants to interact with different personalities.

Self-assessment and Values Clarification. Before addressing the techniques of job search itself, it should be noted that successful programs using this model spend considerable time in helping the participants to assess their own personal and occupational skills. This helps the participant determine the type of employment they are interested in, the wage they need to gain self-sufficiency, and other important considerations that give direction to the job search itself.

The time used for assessment also helps participants build or re-build their self-esteem, which is considered the biggest barrier to employment for most of the participants. Resume writing exercises are often used for the dual purpose of skills assessment and confidence building. The resume focuses on the positive attributes of the individual and helps to clarify the specific, but often unrecognized, job skills of the participant.

SELF-DIRECTED SEARCH. This means that the participants learn how to go out and look for their own jobs and how to handle themselves in approaching prospective employers and in interview situations. Even when the participant is given a lead on a job, he or she is taught how to handle the crucial first contact, the interview, and the follow-up.

HIGH SUPPORT. The participants are provided with individual counseling and supportive services (e.g., specialized counseling, short-term medical or dental care, transportation assistance) either provided by the sponsoring agency or secured from other community resources.

The program operators interviewed argued that such support is essential to success since many of the participants have specialized needs that cannot be handled in a group setting or within the context of the job search training. The need for on-going high support to participants means it is often difficult to operate the Job Search Skills Training Model with a part-time staff person although it is sometimes attempted. The job search skills model is used either as a stand alone program or as a component of the other models.

While this model has the advantages of low cost, ready acceptance by participants, and, if properly executed, high placement rates, it does have some drawbacks.

LIMITATIONS OF THE MODEL. First, since it relies heavily on the participants sometimes limited knowledge of the local labor market, it can often result in the participants getting jobs below the wage levels they could otherwise command in the labor market if they had the assistance of a skilled and knowledgeable job developer.

Secondly, this model does not improve the occupational skills of the participants. Since many older individuals have a lifetime of work experience to draw upon, this model may not present a drawback, for those who do not want to take further education or occupational training. Nevertheless, program operators need to consider how to meet the needs of those persons needing further education and occupational skills training. Thus, the characteristics of the participants being served should be one of the determining factors in implementation of this model.

The four programs described in the case studies classified under this model are the Job Club, operated by the Crater Area Agency on Aging in Petersburg, Virginia, the Job Effectiveness Training Program provided by Senior Neighbors, Inc., in Chattanooga, Tennessee, the 55 Plus Older Worker Employment Program operated by the Hennepin Technical Center in Richfield, Minnesota, and the JTPA 55 Plus Employment Program, sponsored by Catholic Charities in Alamada County in California.

The following table provides the performance outcomes for the four programs discussed under the Job Search Skills Training Model. The performance outcomes of the different programs are affected, of course, by the economic environment of the area served, labor market wage factors, funding levels, and characteristics of the JTPA 3% program participants. Thus these performance outcomes are not presented for comparing one program with another, but to show the trend for placement rates, average wages, and costs within the model.

Table III-7

JTPA 3% Job Search Skills Training Model

Placement Outcomes					
No.	Case Study	Placement Rate	Average Wage at Placement	Average Number of Hours	Average Cost Per Placement
10	Petersburg, VA	84%	$3.36	23	$1,000
11	Chattanooga, TN	75%	$4.00	31	$1,463
12	Richfield, MN	79%	$6.80	33	$1,955
13	Alameda Co, CA	84%	$6.06	33	$2,462

STRUCTURE

Model is effective for small programs with limited staff. Organizations with fewer funding resources can use.

ESSENTIAL ELEMENTS

Job search skills training must have a structured, systematic approach.

Staff must have the interpersonal skills and abilities to work with groups of older workers.

LIMITATIONS OF MODEL

Participants do not gain new job skills. May limit participants' ability to locate jobs with higher wages.

MODEL IV: JOB SEARCH SKILLS TRAINING MODEL

Program Emphasis: Providing job search skills training with focus on the older worker finding his/her own job.

Key Service: Job Search Skills Training Components

- Self-assessment
- Goal setting
- Applying for jobs
- Resume preparation
- Developing Job Search Plan
- Contacting employers
- Interviewing techniques
- Proper follow-up with employers
- Life after getting job

Other Services:
Job Counseling
Placement Assistance
Support Services
Follow-up

CASE STUDY #10

SELF-DIRECTED JOB SEARCH
PETERSBURG, VIRGINIA

"When we started this project no one told us we couldn't do what we did," says Kathleen McDermott, director of the Crater Area Agency on Aging Job Club, "We thought everybody placed most of their people. That's the whole idea, isn't it?".

By the conventional wisdom of employment and training programs, they shouldn't have been able to do it. Most of the participants in the Job Club never finished high school. In fact, nearly half never finished grade school. Many of them spent their lives working in the local tobacco fields. All had had a life of poverty.

But last year, 84 percent of the Job Club participants got permanent, unsubsidized jobs. Granted, many of these jobs were parttime and most were near minimum wage, but the average increase in annual income from employment for participants was over $4,000.

The program had no budget for any kind of training other than job search classes and the staff was specifically prohibited from doing direct job development for their participants. In addition, the staff said that though the jobs may not look real good on paper, they did provide stable, year round income in place of seasonal and unreliable work situations available to many of the participants in the past.

Operating under a JTPA 3% contract for $41,960, the program served 50 participants in a five-county area of "Southeastern" Virginia. The only training provided under the contract was an eight week job search training class. Counseling and various supportive services were available to the participants.

THE SETTING. The five counties and the four independent cities that make up the Crater Agency's service area lie on the south side of the James River in southern Virginia stretching from below Richmond to the North Carolina border. Petersburg is the largest city within the service area with a population of 41,000 out of the area's total population of 162,000.

The area was the scene of some of the most intense fighting and destruction at the end of the Civil War as Union troops attempted to force their way into Richmond from the south. The agency's name derives from a local landmark, an immense crater created when Union troops mined under Confederate lines and set off a massive explosive charge.

For decades the area was a tobacco growing and tobacco products manufacturing center. Until recently the major employer in Petersburg was a tobacco manufacturing plant supplied by farms from the surrounding area. For some years, this industry has been on the decline with the resulting dislocation of small farmers, and manufacturing workers. In recent years the local economy has begun to revive with an increase in service industries and the effects felt by rapidly expanding Richmond metropolitan area just to the north. The unemployment rate in the area during 1986 averaged 8 percent.

According to recent estimates, the Crater District has about 23,000 persons living in poverty of which approximately 4,300 are over 60 years of age. Older persons make up a somewhat larger proportion of the area's population than they do for the State of Virginia as a whole (14.6 percent for area compared to 13.6 percent for the State as a whole.)

Ethnically, the area is about 32 percent Black and other minorities make up a small proportion of the local population.

THE CRATER DISTRICT AAA. The Crater District Area Agency on Aging (AAA) operates under the auspices of the Crater District Planning Commission, one of twenty-two local planning districts created under Virginia law. The District began providing services to older adults in 1972 and formed the Area Agency on Aging in 1975.

The AAA currently provides a wide range of services for older adults, including meals, transportation, homemaker/personal care, winterization of homes, and a variety of other services in addition to its employment related activities. The overall budget for the AAA was approximately $700,000 for the 1985-1986 program year.

EMPLOYMENT RELATED ACTIVITIES. The AAA's employment-related services are divided between a Senior Community Service Employment Program (SCSEP) and the JTPA 3% funded Job Club. The two programs are operated separately with few of the SCSEP enrollees participating in the Job Club.

The SCSEP grant for the 1985-1986 program year was about $77,000 and the JTPA contract amounted to $41,960 for the year. (Note: statewide reductions in the availability of JTPA 3% funds combined with a new state allocation formula resulted in a considerable reduction in the AAA's JTPA funding for program year 1986-87.)

The Crater AAA has been providing job training services for older adults since 1978. The Job Club itself was established in 1981 as a special demonstration project. From 1978 to 1983, the AAA also provided occupational skills training and On-the-Job Training, but only the Job Club Program has had continuous funding since 1983.

The current Job Club receives its funding through the Virginia Department of Aging which administers JTPA 3% funds under agreement with the Governor's Department of Employment and Training, which in turn has general responsibility for JTPA programs in the state. The JTPA 3% Older Worker funds are allocated to the state's 21 AAAs by formula. The AAAs have the option of operating their Older Worker programs directly or subcontracting for services.

The state requires that the local JTPA Private Industry Council review and approve all JTPA 3% programs operated by the AAAs. It was the local PIC in the Crater District, for instance, that asked the Crater Job Club to refrain for doing any direct job development with employers. (The PIC's own job developer is assigned to find jobs for the Job Club participants, although the Crater Agency staff said that very little job development had been provided for their participants.)

STAFF. During the 1985-86 program year, the Job Club was staffed by two professionals and a part-time clerical assistant. The two staff professionals--a coordinator/trainer and a trainer/counselor--shared responsibility for conducting the job search training and providing counseling to participants. Additionally, the coordinator handled all administrative duties and reporting responsibilities related to the project. Counseling was also provided during the course of the project by a retired professional counselor who volunteered his services.

The coordinator had been involved with the Job Club since its inception in 1981 and had received extensive training in job search training techniques. In-service training and technical assistance for staff was provided through the Virginia Department of Aging.

SERVICES PROVIDED. The Job Club concentrated solely on high support self-directed job search training based on the Azrin job search training curriculum. Actual training was conducted in small groups settings, in eight week long sessions over the course of a year. Job Club participants formally meet twice a week for six hours and individual counseling is provided on other days.

The Azrin job search training curriculum provides a fairly detailed and intensive approach to such areas as self-assessment, values clarification, confidence building, budgeting, tracking down job leads, getting an interview, interviewing, and other techniques of job search. The group approach allows participants to share concerns and ideas and receive group support and encouragement in their job search. Participants who have had interviews, for instance, can discuss how they went.

The Crater staff did modify the curriculum somewhat based on experience and feedback from the participants. However, the staff strongly supported the use of a structured approach to job search combined with group support and supplemented by individual counseling when needed. They believed this approach imparts useful information while keeping the participants moving ahead in their job search.

Following the completion of formal training, the participants continued individual job search on their own and the staff remained available for counseling and support. The average period of job search required until obtaining employment was 21 weeks, although it was somewhat longer for men than women.

The program conducted occupational interest and skills assessment through the normal course of the job search training but did not use formal tests or assessment instruments. There were no funds in the project budget for supportive services although limited emergency funds and social services were available from the AAA's other programs and health and personal counseling services were available through local agencies.

Occupational skills training, On-the-Job Training, or remedial education components were not provided under current program services. Although the program staff was specifically prohibited from directly contacting employers or conducting other job development activities, they did not believe this was a major drawback to the program since the emphasis was on having the participants find their own jobs in any event.

RECRUITMENT AND PUBLIC RELATIONS. Overall, the program had no problem recruiting participants, according to the staff, although "the dead of winter and the dead of summer it just becomes a trickle sometimes," the coordinator said.

The program recruited participants through public service announcements on the radio, through paid ads in local newspapers, referrals from other agencies, and through word-of-mouth. A number of articles had appeared in the local newspaper on the program which also helped in the recruitment of participants.

The program was open to all JTPA eligible older workers (i.e., 55 years old or older and low income), no other recruitment criteria were placed on participation.

EMPLOYER RELATIONS. Although the program staff was forbidden to contact employers directly, the program has become well known and respected among employers in the community, according to the staff. About half of the jobs were obtained as a result of employers calling the agency asking about the program and seeking qualified applicants. This information was relayed to participants. Employers most frequently calling were those who had hired participants in the past and had been satisfied with their work.

PARTICIPANT CHARACTERISTICS AND OUTCOMES. Forty two of the 50 participants served in the 1985-86 program year obtained permanent, unsubsidized jobs for a placement rate of 84 percent. Over 75 percent of the participants had less than a high school education and about half had never completed grade school. Sixty-eight percent of the participants were black women.

About three quarters were under 65 years of age with a slight plurality (38 percent) being between the ages of 60 and 64. Three of the 50 were over 70; the oldest participant being 74 years of age. Two of these three participants were placed, indicating that age did not prevent them from finding employment. The average age of participants and of those placed was 60.

The majority of placement wages were at or near minimum wage of

$3.35 an hour. The highest hourly wage obtained was $4.00. Most of the participants found part-time jobs working 16 to 32 hours per week. However, this represented an average annual increase in income from employment of $4,019 for all those placed. The average cost per placement was $1,000.

Thirty four women and eight men obtained employment. Many of the women accepted positions as home health aides, while the men were more likely to find employment as drivers or janitorial/maintenance workers.

The following two pages provide descriptive statistics on the Crater AAA Job Club and below the contact person is listed for further information.

Contact Person: **Kathleen McDermott**
Program Manager
Older Workers Job Club
Crater Area Agency on Aging
120 West Bank Street
Petersburg, VA 23803
(804) 732-7020

CASE STUDY #10

JTPA 3% PROGRAM PROFILE

Participant Characteristics Petersburg, VA

Total Served: 50

Age	Number	Percent
55-59	18	36%
60-64	19	38%
65-69	10	20%
70-79	3	6%
80+	0	0%
Total	50	100%

Average Age: 60
Age Range: 55 to 74

Sex	Number	Percent
Male	10	20%
Female	40	80%
Total	50	100%

Ethnic Group	Number	Percent
White (not Hispanic)	7	14%
Black (not Hispanic)	43	86%
Hispanic	0	0%
American Indian/Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	50	100%

Education	Number	Percent
8th grade or less	24	48%
9th to 11th grade	14	28%
High School Graduate	11	22%
1-3 yrs. of College	1	2%
College Graduate	0	0%
Total	50	100%

Employed at Enrollment	Number	Percent
Female	3	100%
Male	0	0%
Total	3	100%

CASE STUDY #10

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Petersburg, VA

Total Placed: 42
Total Terminations: 50

Placement Rate: 84%

Age	Number	Percent
55-59	17	40%
60-64	16	38%
65-69	7	17%
70-79	2	5%
80+	0	0%
Total	42	100%

Average Age of Participants Placed: 60
Age Range of Participants Entering Employment: 55 to 71

Sex of Participants Placed

	Number	Percent
Male	8	19%
Female	34	81%
Total	42	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	5	12%
Black (not Hispanic)	37	88%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	42	100%

Average Wage at Placement:	$3.36
Wage Range:	$3.35 to $4.00
Average Hours at Placement:	23
Range of Hours:	16 to 32
Average Annualized Income After Placement:	$4,019
Cost Per Placement:	$1,000

CASE STUDY #11

SENIOR NEIGHBORS' JOB EFFECTIVENESS TRAINING
CHATTANOOGA, TENNESSEE

Chattanooga's Senior Neighbors' Job Effectiveness Training (JET) kept to the basics of structured self-directed job search in its program. However, the training was designed specifically for older workers with the intention of increasing placements among Title V Senior Community Service Employment Program participants called "Senior Aides."

The program served 57 older workers over the course of its first year of operation (1985-86). Seventy-two percent of the participants (41 individuals) found permanent, unsubsidized jobs. About half of the participants were Senior Aides.

Senior Neighbors, which provides a range of services for the elderly in Chattanooga, Tennessee, has been operating employment programs for older workers for over 10 years. In the 1985-86 program year, the organization established a high support structured job search program using JTPA 3% Older Worker resources to supplement its Title V Senior Community Service Employment Program and Job Bank.

The specially designed four week training program consisted of one week of motivational training and values clarification exercises, one week devoted to actual job search techniques, and two weeks of supported job search involving counseling and assistance in getting interviews.

THE SETTING. Chattanooga is an industrial city of 120,000 people located at the foot of Lookout Mountain, Tennessee and situated on the northern border of Georgia. The city was the terminal point for the famous "Chattanooga Choo-Choo" which ran from Cincinnati, Ohio over rail lines built at Cincinnati's expense in the late 19th century in that city's effort to compete with the city of Chicago as a major rail center. It didn't work, but Chattanooga benefited from the publicity.

Chattanooga's proximity to Atlanta and the booming northwestern counties of Georgia has helped the city maintain a relatively low unemployment rate despite its traditional manufacturing base. The Tennessee Valley Authority (TVA) is a major employer in Chattanooga and there is considerable other service industry employment which complements the varied manufacturing establishments in the city. During 1985 and 1986, the city's unemployment rate followed the national average of about seven percent, which was somewhat lower than that of the State of Tennessee as a whole.

Official estimates put the number of unemployed older workers (i.e., those aged 55 years and older) for Chattanooga and the surrounding counties at less than 1,100 individuals at any one time out of a total older population of 13,625. The unemployment rate among older workers hovered around 4.1 percent during the year.

Ethnically, the population of the six county labor market area is estimated to be about 85 percent white and 14 percent black with very few Hispanics or other minorities. Among older unemployed individuals, minorities make up about the same proportion as they do for the population as a whole (i.e., about 15 percent).

The project director estimated that the jobs most in demand and of interest to older workers were "sitters" (either for children or for those with health problems), clerical jobs, sales clerks, yard workers, and apartment managers. She indicated that there was very little interest among older workers in manufacturing production jobs although these were relatively plentiful in the labor market.

SENIOR NEIGHBORS ORGANIZATION AND SERVICES. Senior Neighbors is a private non-profit agency that has been providing services to older people for the last 15 years. In addition to employment-related services, the agency provides nutrition services ("Meals on-Wheels,") information and referral services, a variety of classes of interest to older adults, and social activities.

The agency initiated its job bank operation, the Senior Employment Service, in 1975 and the SES has been funded by the local United Way ever since. There are no income or other eligibility requirements for SES. The program has a full time staff person and uses a Senior Aide as a job developer. SES places 75 to 100 individuals a month into unsubsidized employment. About a third of the jobs are as "sitters." More than half (57 percent) of the jobs are part-time and about 40 percent are for temporary positions.

Senior Neighbors also sponsors Senior Community Service Employment Program participants in a variety of Chattanooga host agencies under contract with the National Council of Senior Citizens. The agency has 60 permanent and 15 temporary SCSEP positions in the program which it refers to as "Senior Aides." The SCSEP program has been operating since 1976 and had a 43 percent placement rate in their 1985-86 program year.

Agency staff indicated that the Senior Aides placement rate had increased in recent years as the program had gone to a policy of durational limits of host agencies and emphasized unsubsidized job placement through their JET program. The agency received an additional $19,000 in SCSEP Section 502 (e) Experimental Private Sector Demonstration Program funds in the 1985-86 program year from the National Council of Senior Citizens to provide wages to Senior Aides who participated in the JET program as a method of increasing placements among Senior Aides.

DESIGNING THE JET. Senior Neighbors had been operating a job club since 1983, but with results which pleased neither the agency nor its funding sources. Thus, in June of 1985, MDC, Inc., of Chapel Hill, North Carolina, a research organization specializing in employment and training, was invited in to help design an improved, structured, self-directed job search program. The design work by MDC, Inc. was sponsored by the Ford Foundation. The actual cost of the job search training was borne by the local JTPA Private Industry Council (PIC) which made a $100,000 grant in Job Training Partnership Act 3% funds available for the project.

The original intention of the project was to serve only Senior Aides in the Senior Neighbors Title V SCSEP program. However, this was later changed at the request of the PIC, so that half of the participants were non-Senior Aides recruited through newspaper ads, word-of-mouth, and from among clients of the agency's Senior Employment Service.

In the original design phase, it was hoped that employer support groups could be developed as a potential source of jobs for the participants in the program. A major marketing effort was undertaken to recruit employers for industry support groups as a means of familiarizing employers with the needs and potential of older workers and gaining their support for the project.

Although this approach had worked in other areas and with other age groups, the project was unable to generate enough interest among employers to continue the effort. However, a number of the employers initially contacted during the marketing effort subsequently hired participants.

In terms of designing a self-directed job search training component, it was decided that previous "job club" efforts sponsored by the agency had been too informal and lacked any sort of curriculum. Thus, with the assistance of the MDC staff, the newly hired trainer/coordinator (who had a background in personnel and staff development) developed a formal two week curriculum to be followed by two weeks of high support counseling and job search assistance.

The curriculum was drawn from a variety of materials publicly available on the subject of job search assistance. These were modified and supplemented to take into account the special concerns of older workers (e.g., low self-esteem related to being older, concern about discrimination). The curriculum was tested with a group of twenty Senior Aides, 80 percent of whom found unsubsidized employment.

The program was then expanded to include non-Senior Aides with a similar success rate although the Senior Aides continued to have somewhat more success in finding employment, perhaps because of their recent work experience in the Title V program.

THE TRAINING. The Job Effectiveness Training was designed to be administered by a single individual four hours a day for five days of each of the first two weeks. The other time available during these weeks was set aside for personal counseling and dealing with specialized job search needs of individuals in the program.

The specific content of the first week of training were exercises relating to self-assessment, values clarification, and resume preparation. Staff said self-assessment is important because only a cursory assessment was conducted when the participants were enrolled in the program by the local JTPA staff and the project itself did not have a formal assessment component.

The first week's exercises revolved around the use of prepared materials and lectures to help the participants assess their personal strengths, interests, and life-style characteristics that might affect the type of jobs they might be best suited for. Each of the participants then prepared their own resume with the assistance of the trainer.

The second week was devoted to the actual techniques of job search: where to look, how to get an interview, how to conduct oneself in an interview, tips on dress, presentation, and answering hard questions. Mock interviews and other group activities supplemented presentations by the trainer.

The last two weeks was devoted primarily to assisting individuals in locating jobs, getting interviews, and keeping up their morale. Again, personal counseling was available as necessary. All of the resources of the Senior Employment Service job bank and the services of its job developer were made available to the participants throughout the training.

The trainer and other Senior Neighbors staff continued to be available to provide services after the participants had completed formal training. Regular follow-up was provided to both those who have gotten jobs and might have problems adjusting to the new work situation and to those who had not yet found employment.

The first year of the project was solely devoted to job search training and no provision was made for occupational skills training, basic education, subsidized On-the-Job Training, or other preparation. This was considered something of a deficiency in the program and a three week home health aide training component was developed for the second year of the program (1986-87) because of a recognized demand for older workers in this occupation.

Staff considered the work experience received by the Senior Aides as valuable training, and attempted to match Senior Aides to jobs in the same or similar occupations in which they had been working in SCSEP host agencies. The work experience was also considered valuable to some participants in helping them to re-establish good work habits before entering the competitive labor market.

In an interview with Susan Ritzhaupt, the trainer/coordinator, she said that the real keys to the success of the project were twofold. First, the formal consistent curriculum provided a clear framework within which to work. Secondly, and more importantly, was the continual reiteration from the beginning of training of the theme of mutual responsibility.

Ms. Ritzhaupt said on the point of mutual responsibility, "We insist they take responsibility for their own job search process and treat the training like it was a paid job. Participants have to show up on time or call if there is some real emergency. They have to participate when they are here." I say to them: "We are here to help you wherever possible, but it is up to you to do the things necessary to find your own job. It works."

Staff indicated that the biggest barrier for most of the participants was poor self image combined with the belief that they had limited possibilities of finding work. Much of the time in the training was spent in dealing with issues related to self-image and helping the participants to project positive feelings about themselves. Transportation, especially not having a car, was the other major barrier for the participants in finding and keeping work.

OTHER SERVICES. Aside from supplying bus tokens and occasionally referring a participant to existing personal counseling services at the local community mental health center, the project did not provide or arrange for extensive supportive services for the participants. Although the staff indicated there were resources in the community for a variety of services, participants had not really shown a need for a great deal of extra help in becoming job ready.

The project depended primarily upon the Senior Employment Service and the participants' own efforts to identify job leads rather than on the services of other employment-related agencies in the community. Although both the JTPA Service Delivery Area staff and the local Employment Service staff were not uncooperative, the JET coordinator said they often were unfamiliar with the special needs and abilities of older workers and generally had little to offer the participants in terms of either job leads or other assistance.

In spite of the initial setback in their efforts to establish employer support groups for the project, the JET coordinator said that relations with local employers were quite good. The SES job developer had been able to identify a number of employers and occupations that were good prospects for multiple placements of project participants.

STAFF: FLYING SOLO. The JET project functioned with one staff person who served as the trainer/coordinator although other Senior Neighbors staff provided some assistance especially in the terms of job leads available from the Senior Employment Service staff. In addition, all accounting, budgeting, and general administrative functions were handled by the agency's director.

The trainer/coordinator indicated that working alone had its drawbacks in terms of scheduling her time to work with the participants and that the lack of not having another person to turn to for assistance when working with a particular participant proved difficult.

The assistance from MDC in designing the project was considered most helpful in getting on the right track, according to the trainer. She was also able to take advantage of visits to other older worker programs to get ideas on how to improve the project.

PARTICIPANT CHARACTERISTICS. As indicated, the project served 57 participants and placed 41 of those for a 75 percent placement rate. Over half of those served (56 percent) were blacks; three quarters were women; and 44 percent had less than a high school education. Only eight of the participants had more than a high school education of whom two participants completed college.

The majority of the participants (87 percent) were less than 65 years old and 61 percent were less than 60 years old. Only two individuals were over 70, neither of whom obtained employment. According to staff, the project emphasized services to those in their late fifties and early sixties primarily because they often have no other substantial source of income, resulting in work being their most likely avenue for income.

Beyond the JTPA Older Workers eligibility criteria (age 55 or over and low income), the emphasis on serving somewhat younger participants, and the recruitment of Senior Aides, the project had selected no special target groups to serve.

Transportation was considered a major barrier to employment and is reflected in the placement statistics. Only about a fifth of those placed did not have a car while over half of those who did not find employment were without private transportation.

PLACEMENT OUTCOMES. The average wage at placement was $4.00. Placement wages ranged from $3.35 to $10.00 per hour. The most common occupations were clerical and sales. About 75 percent of those placed were in jobs with full-time employment. The average work schedule was 31 hours per week. Permanent employment was a major goal of the project and 92 percent of those placed got permanent jobs.

The following page provides descriptive statistics on placement outcomes for the Senior Neighbors Job Effectiveness Training. Below the contact person's name is given for further information.

Contact Person: **Susan Ritzhaupt**
JTPA 3% Program
Senior Neighbors, Inc.
10th & King Street
Chattanooga, TN 37402
(615) 755-6100

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Chattanooga, TN

Total Served: 57

Age	Number	Percent
55-59	35	61%
60-64	15	26%
65-69	5	9%
70-79	2	4%
80+	0	0%
Total	57	100%

Average Age: 59
Age Range: 55 to 71

Sex	Number	Percent
Male	15	26%
Female	42	74%
Total	57	100%

Ethnic Group	Number	Percent
White (not Hispanic)	25	44%
Black (not Hispanic)	32	56%
Hispanic	0	0%
American Indian/Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	57	100%

Education	Number	Percent
8th grade or less	5	9%
9th to 11th grade	20	35%
High School Graduate	24	42%
1-3 yrs. of College	6	10%
College Graduate	2	4%
Total	57	100%

Employed at Enrollment	Number	Percent
Female	2	100%
Male	0	0%
Total	2	100%

CASE STUDY #11

JTPA 3% PROGRAM PROFILE

Placement Outcomes

Chattanooga, TN

Total Placed: 41
Total Terminations: 55

Placement Rate: 75%

Age	Number	Percent
55-59	27	66%
60-64	10	24%
65-69	4	10%
70-79	0	0%
80+	0	0%
Total	41	100%

Average Age of Participants Placed: 58
Age Range of Participants Entering Employment: 55 to 67

Sex of Participants Placed

	Number	Percent
Male	13	32%
Female	28	68%
Total	41	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	21	51%
Black (not Hispanic)	20	49%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	41	100%

Average Wage at Placement:	$4.00
Wage Range:	$3.35 to $10.00
Average Hours at Placement:	31
Range of Hours:	16 to 40
Average Annualized Income After Placement:	$6,448
Cost Per Placement:	$1,463

CASE STUDY #12

FIFTY-FIVE PLUS OLDER WORKER PROGRAM
RICHFIELD, MINNESOTA

"The participants on our program are usually pretty desperate before they apply for help. They're at the bottom--about to lose their homes and cars," said Delores Krause, Older Worker Specialist at Hennepin Technical Center in Richfield, Minnesota.

Unlike other programs studied elsewhere in the country, this program served a large percentage of dislocated workers. Many of this program's participants were persons who have had many years of experience in professional jobs, often at high salaries, who had lost their jobs through plant closings or reductions in force, and have been unable to find another job. Most had been looking for months and many had been unemployed for over a year, thus depleting their savings in order to maintain their standard of living.

Participants in the program were highly educated--42 percent were college graduates. Almost 60 percent were men and all participants were white. Sixty of the 76 participants terminating from the program found employment, giving the program a placement rate of 79 percent. The average hourly wage at placement was $6.80, with hourly wages ranging from $3.35 to $20.24.

Since most of the participants had extensive education or experience, the program services centered around various methods of job search assistance. According to staff, the program had been able to achieve good results by emphasizing intensive job counseling, by focusing on job search methods to obtain jobs with higher wages, and by not pushing for a "quick" termination. Key employment and training services offered by the 55 Plus Older Worker Program are assessment, career exploration, job search assistance, competency transfer training, job club, placement and supportive services.

The program provides high support with counseling based on individual needs. Its emphasis appears to be on a well organized, structured approach to job search skills training that is available to all program participants; and a computerized matchmaker system that is updated daily with new job listings. A comprehensive follow-up system is used to monitor placements in conjunction with support services.

Hennepin Technical Center (HTC), one of 30 Adult Vocational Technical Institutes in Minnesota, operates the Fifty-Five Plus Program with JTPA 3% funding of $142,675. Additional revenue contributions (direct or in-kind) in the amount of $45,000 from HTC and two subcontractors provide administrative and other services. During the program year 1985, HTC planned to provide employment and training services to 128 older workers in Suburban Hennepin County and to place 73 of them. Actually, 136 persons were enrolled in the program and 83 of them were placed.

THE SETTING. Hennepin County encompasses the Twin Cities of

Minneapolis and St. Paul, Minnesota and the surrounding suburban areas.

The state of Minnesota is experiencing changes in its labor force due to the closing down of steel producers, the moving of businesses to the south, and the growth of new technology. Business closings and reductions in force, including even some companies specializing in computer technology have left many experienced older workers unemployed. Due to such layoffs, the number of unemployed older workers in Suburban Hennepin County doubled during the past three years. Local demographers predict that the average age of the population of Hennepin County and the work force are steadily moving upward.

THE ORGANIZATION. Hennepin Technical Center operates multiple programs for adults and youth under JTPA Title II, an older worker program, a dislocated worker program funded under JTPA Title III, Project 70001 for youth, and other in-school and out-of-school youth programs. HTC has been providing services to older workers since 1975 when they operated programs with CETA funding. Contractual agreements with two other community-based organizations--Employment Action Committee (EAC) serving residents in the western part of the county and HIRED (Helping Industry to Resolve Employment Disabilities) serving the people aged 55 and over in the Twin City area--completes the picture for the 55 Plus Older Worker Programs.

The HTC 55 Plus staff consists of an Adult Program Manager who has responsibility for supervising the JTPA 3% staff and for monitoring ten of the other adult programs run by HTC. An intake worker conducts the initial interview of older applicants and determines their eligibility. The key staff person, an older worker specialist, gives specialized assistance in counseling participants, in helping each one develop a plan for obtaining employment, in addition to intensive work with those individual participants requiring it.

TRAINING AND PROGRAM COMPONENTS. To recruit older workers, HTC runs a weekly ad in the Minneapolis Star and articles in the local suburban newspapers. Brochures are circulated informing older workers of various training and employment opportunities offered by HTC. Periodically, public service announcements are made on radio stations.

All applicants go through the intake process first to determine their eligibility. Eligible persons are immediately referred to an older worker counselor for assessment and evaluation. The program manager felt it was most important for an older worker to be referred immediately to a counselor rather than risk increasing their anxiety level by asking them to come back on another day.

During these first meetings, applicants are allowed to do much of the talking to give them the opportunity to vent anger and hostility over job loss and any other problems. The staff noted the negative feelings older workers expressed about having to ask for any type of help. Many of the professionals people had not had to look for a job in some twenty or thirty years and were not expecting the rejection they had received in the job market. The older worker specialist reported that they often need time to work through the "grieving" process over the loss of their last job and the effect on their self-esteem.

During assessment, the older worker specialist and the applicant examine the applicant's specific needs, addressing the problem areas, which may be their work history, training needs, transportation problems, financial needs, and other barriers to employment. Skills and aptitude testing may be administered, if necessary, to establish realistic employment goals. The counselor, together with the applicant, determines whether or not JTPA can provide the services necessary to match the applicant's training needs and employment goals. If so, then formal goals are established and a plan to implement these goals--the Employment Development Plan (EDP)--is prepared.

If it is determined during the development of the EDP that classroom training, on the job training or supportive services are needed by the participant, these services may be provided through the 3% program, or by other programs operated by HTC.

One advantage for participants of the 55 Plus Program is the availability of a wide range of adult education classes held at the center. These include marketing, health occupations, child development, data processing, secretarial, accounting, and technical trade fields such as welding, small engine repair, heating and cooling systems, drafting and cabinet making.

Job search skills training concentrates on organizing a job search and marketing techniques. Topics include how to prepare for an interview, the best way to explain job-related problems, techniques to use when completing applications, and how to identify job-related skills and personal attributes.

Training in resume writing covers various formats and writing techniques to effectively present the person's qualifications to a prospective employer.

A workshop on job keeping skills covers materials on work values, employer expectations, getting along with co-workers and supervisors, dealing with conflicts, and making future career decisions.

The Job Club, designed to help job seekers use the techniques learned in the job search training sessions, is available to all participants on a weekly basis.

Matchmaker. A unique method of job seeking and job placement is Matchmaker. Matchmaker is a computerized system with listings of job openings, job descriptions, employer contact information, and company information. Entered into the computer are job orders with information including job title, D.O.T. code, educational and training level required, job duties, the required work schedule, and wage/salary range. Any restrictions or special license requirements, are given as well as whether the job is part of a union shop. Also included in the listings are the type of experience the employer is looking for, a description of the job duties, the name and address of the company, and the contact person.

Information on program participants is also entered into the system so that potential job matches can be made. Participant information includes name, address, age, the program they are enrolled in, their counselor, and whether or not they are qualified for the Jobs Tax Credit Program. Any job referrals the participant has received from the Matchmaker system is also listed along with their previous work experience.

In addition to Matchmaker, there is a Job Board with listings of jobs called in daily by local employers. These listings give employer, address, contact person for the employer, a summary of job duties, physical demands, if applicable, and any special skills required. Participants can review job openings at any time--the resource center is opened daily--and decide what is appropriate for them.

County government vacancy listings, city government positions, school positions, listings from private firms and businesses are also placed in a Job Book. The resource center at HTC updates their Job Book monthly.

MEED. Another opportunity opened through HTC to participants is access to the MEED program authorized under the Minnesota Emergency Employment Development Act. For those older workers requiring skills training or work experience, MEED can provide a cash subsidy to employers that hire them. To qualify for this state sponsored program, a person must be unemployed, a resident of Minnesota, and not eligible for unemployment insurance or worker's compensation.

Perhaps, the greatest advantage that MEED provides the older worker is almost 18 months of guaranteed work in the private sector. Employers must agree to keep the person on their payroll for an additional 12 months or repay part of the subsidy. The subsidy is $4.00 per hour plus an additional $1.00 for benefits. Older workers are given brochures on the MEED program, and counselors advise them on methods to use to market themselves to employers.

JOB FAIR. HTC sponsored its first Job Fair on May 8, 1986. Other participating agencies were the Public Health Service, the County Information and Referral Service, Gray Panthers, County Outreach Office, the Metropolitan Senior Federation, and the Minnesota Division of Vocational Rehabilitation.

Some 50 businesses participated in the Job Fair; large ones such as Sears, Pillsbury, General Mills, Merrill Lynch and Upjohn; fast food chains such as McDonald's, Wendy's and Pizza Hut; as well as small businesses such as Almost a Wife/Almost a Husband and Cedar Secretarial service.

An evaluation form was sent to each employer who attended the Job Fair. The form requests employers' comments on the fair's agenda, space and table arrangement, location, and suggestions for planning the next Older Workers Job Fair. At the time of the site visit, it was too early for the staff to evaluate the results of the Job Fair since the evaluation forms had just been mailed out.

After placement, follow-up is done on each client at 30, 60, 90 and 180 day intervals. The older worker specialist validates placement with the employer, and usually contacts the client during the first week of employment. The program has resources available to provide transportation and other services to the former participant during the first month of employment, if necessary, or until the first pay check is received.

Any participant can come back within the first six months after termination from the program for counseling, supportive services, and further training without going back through intake if the employer thinks training and further counseling is needed.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. The following information on participant characteristics is based on data on 85 participants--about two thirds of the total participants served during FY 85. The participant population served by HTC was a younger, more educated group. Their ages ranged from 55 years to 66 years, with the majority of the participants (almost 73 percent) in the age group of 55 to 59; only two participants were over the age of 65. Average education for male participants was 15 years, and 14 years for female participants. However, there were some participants with only 6 to 7 years of schooling.

At the time of enrollment, almost 85 percent of the participants reported they did not receive any type of public assistance, and about one out of every four reported no countable income.

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Richfield, MN

Total Served: 85

Age	Number	Percent
55-59	62	73%
60-64	21	25%
65-69	2	2%
70-79	0	0%
80+	0	0%
Total	85	100%

Average Age: 58
Age Range: 55 to 66

Sex		
Male	50	59%
Female	35	41%
Total	85	100%

Ethnic Group		
White (not Hispanic)	85	100%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	85	100%

Education		
8th grade or less	2	2%
9th to 11th grade	4	5%
High School Graduate	19	23%
1-3 yrs. of College	24	28%
College Graduate	36	42%
Total	85	100%

Employed at Enrollment		
Female	3	30%
Male	7	70%
Total	10	100%

CASE STUDY #12

Men and women were equally successful in finding jobs, although men obtained considerably higher wages at placement. The average hourly wage obtained by male participants was $7.91; whereas female participant averaged $5.23 an hour. The educational levels of the men and women were similar; however, as mentioned earlier, the men often had many years of professional experience. Jobs obtained by these participants were mostly full time employment averaging 33 hours per week as a group. The work obtained was mainly in three occupational categories--professional and managerial, clerical and sales, and services.

The following page provides descriptive statistics on placement outcomes for 85 of HTC's participants. Below is the name and address of the contact person for further information.

Contact Person: **Joanne Hacker**
Adult Program Manager
Hennepin Technical Center
Job Training Office
7145 Harriett Avenue, South
Richfield, MN 55423
(612) 861-7481

CASE STUDY #12

PLACEMENT OUTCOMES

Placement Outcomes Richfield, MN

Total Placed: 60
Total Terminations: 76

Placement Rate: 79%

Age	Number	Percent
55-59	42	70%
60-64	16	27%
65-69	2	3%
70-79	0	0%
80+	0	0%
Total	60	100%

Average Age of Participants Placed: 58
Age Range of Participants Entering Employment: 55 to 66

Sex of Participants Placed

	Number	Percent
Male	32	53%
Female	28	47%
Total	60	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	60	100%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	60	100%

Average Wage at Placement:	$6.80
Wage Range:	$3.35 to $20.24
Average Hours at Placement:	33
Range of Hours:	7 to 40
Average Annualized Income After Placement:	$11,669
Cost Per Placement:	$1,955

CASE STUDY #13

JTPA 55 PLUS EMPLOYMENT PROGRAM
ALAMEDA COUNTY, CALIFORNIA

Catholic Charities JTPA 55 Plus program emphasizes job search skills training to persons aged 55 and over in their JTPA 3% program. Each application is processed by utilizing an intensive assessment and barrier determination system. After employment needs and barriers to employment are identified, a determination is made as to whether the program will meet the older worker's needs.

Catholic Charities operates its JTPA 3% program under a performance-based contract with the Alameda County Training and Employment Board. The contract established requirements to enroll 93 participants and they reached 85% of their goal.

There was wide diversification among the seventy-nine (79) enrollees; forty-four (44) percent were minorities; (i.e., Hispanics, Asian and Pacific Islanders); seventy-six (76) percent of the participants were aged 60 and over; and twenty-nine (29) percent had an 11th grade education or less.

THE SETTING: ALAMEDA COUNTY, CALIFORNIA. This area serves as the suburb for two major cities, San Francisco across the Bay and the City of Oakland. Alameda County is a mix of small cities and a university town--Berkeley. According to the 1980 census, the population of Alameda County is 1,103,379; of that number approximately 339,288 persons line in Oakland the largest city within the county.

Early years saw Alameda County primarily as a thriving shipping area and its related business. The second major business was canning, but relocation of many of those businesses left the county with a large portion of dislocated workers.

At present high technology employment is on the rise in Alameda partially because of Livermore Nuclear Plant and its related business.

The project staff reported that businesses are leaving this suburban area and for the first time many older workers are finding themselves unemployed. Many applicants have worked for one company most of their lives and are not trained in job search skills for the current labor market.

The staff identified several barriers to employment for older workers; transportation, low self-esteem, language difficulties, and age discrimination due to stereotyping.

CATHOLIC CHARITIES. Catholic Charities, a multi-service organization, has been providing social services for approximately fifteen (15) years. In addition to the JTPA 55 Plus employment programs, Catholic Charities administers a Title V Senior Community Service

Employment Program with 125 enrollee positions and a budget of approximately $610,000 for the National Council of Senior Citizens. Other services include counseling, advocacy, youth and refugee services. The total funding from various sources is approximately $3,500,000.

THE STAFF. The 55 Plus Program consist of four staff members and a JTPA 3% funding level of $160,000. The administrative responsibilities are shared by co-directors. One director is responsible for administration, job development, counseling and training, the other director responsibilities are outreach, job development and counseling. The remaining staff members are responsible for job development and administration.

RECRUITMENT. Recruitment techniques used included posters to various social service agencies, local social security offices and approximately 500 persons involved in different aspects of the community.

After recruitment is accomplished, the applicant is then processed through the system, via assessment and evaluation based on their completed Employment Development Plan (EDP). The EDP form is comprehensive, in that, it asks questions concerning work experience (paid and voluntary), hobbies, life circumstances, qualifications, skills and education. The final step in this system is to refer the applicant to workshops based on their particular needs.

The workshop series includes applying for jobs, identifying skills, and developing good interviewing techniques. Also goal setting, program solving and overcoming employment obstacles are emphasized.

There is an assessment period of two weeks before an applicant is officially enrolled in the program. During this time, the older worker will decide whether or not the program meets his/her needs. Barriers to employment are explored. These might be personal barriers like educational deficits, previous work record, or addictions such as alcoholism. Other barriers examined may be information such as the lack of realistic knowledge about the world of work or careers available today. Racial, sexual, and age discrimination and their effects are explored. The enrollee is guided to select the barriers that they might face and to work on minimizing them in their job search.

TRAINING. Classroom training in word processing (6 weeks), bank tellers (4 months) and typing (8-12 weeks) is provided by the program. Some participants receive on-the-job training (OJT).

EMPLOYER OUTREACH. Catholic Charities' contact with employers is with a monthly mailing to businesses and non-profit organizations in the area. They distribute an attractive brochure entitled, "Your Shortcut to the Right (Best) Employees." This brochure informs employers and managers of the unique pool of qualified, enthusiastic, and reliable job seekers aged 55 and up who have been carefully screened and are currently available.

PLACEMENT OUTCOMES. Of the seventy-nine (79) persons enrolled in the program, sixty-five (65) were terminated for unsubsidized placements, resulting in a placement rate of eight-four (84) percent. Of those placed, 46% (30) were males, and 54% (35) were female.

The ethnic breakdown of the participants was similar to the overall population of Alameda County: White (56 percent), Hispanic (18 percent), Asian (16 percent), Black (6 percent) and American Indian (4 percent).

The range of hourly wages for participants was from $3.75 to $20.83. Male participants averaged a wage rate of $6.88, compared to an average wage rate of $5.35 for female participants. The overall average annualized income for persons finding employment was $10,399 per year.

Contact Person: **Michael Tilles**
55 Plus Program
Catholic Charities
433 Jefferson Street
Oakland, CA 94607
(415) 834-5656

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Alameda County, CA

Total Served: 79

Age	Number	Percent
55-59	19	24%
60-64	33	42%
65-69	21	26%
70-79	6	8%
80+	0	0%
Total	79	100%

Average Age: 62
Age Range: 55 to 76

Sex		
Male	35	44%
Female	44	56%
Total	79	100%

Ethnic Group		
White (not Hispanic)	44	56%
Black (not Hispanic)	5	6%
Hispanic	14	18%
American Indian/Alaskan Native	3	4%
Asian/Pacific Islander	13	16%
Total	79	100%

Education		
8th grade or less	11	14%
9th to 11th grade	12	15%
High School Graduate	24	30%
1-3 yrs. of College	15	19%
College Graduate	17	22%
Total	79	100%

Employed at Enrollment		
Female	10	63%
Male	6	37%
Total	16	100%

CASE STUDY #13

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Alameda County, CA

Total Placed: 65
Total Terminations: 77

Placement Rate: 84%

Age	Number	Percent
55-59	17	26%
60-64	27	42%
65-69	17	26%
70-79	4	6%
80+	0	0%
Total	65	100%

Average Age of Participants Placed: 62
Age Range of Participants Entering Employment: 55 to 74

Sex of Participants Placed

	Number	Percent
Male	30	46%
Female	35	54%
Total	65	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	37	57%
Black (not Hispanic)	4	6%
Hispanic	12	18%
American Indian/ Alaskan Native	3	5%
Asian/Pacific Islander	9	14%
Total	65	100%

Average Wage at Placement:	$6.06
Wage Range:	$3.75 to 20.83
Average Hours at Placement:	33
Range of Hours:	15 to 40
Average Annualized Income After Placement:	$10,399
Cost Per Placement:	$2,462

CHAPTER IV

SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM (SCSEP)

A. BACKGROUND

The Senior Community Service Employment Program (SCSEP) is a national employment and training program funded under Title V of the Older Americans Act. The SCSEP provides part-time subsidized employment for older workers in community service jobs. In recent years, the Department of Labor has adopted a goal of placing 15 percent of the program's participants in unsubsidized employment. On July 1, 1986, the U.S. Department of Labor increased this placement goal to 20 percent. Some SCSEP sponsors have established higher placement goals for their programs than the Department of Labor's goal.

SCSEP participants may work up to 1300 hours per year, of which 20 percent can be spent in formal training. Participants work in schools, parks, programs for children and the handicapped, senior citizens centers and other aging services, home repair and weatherization programs, and transportation services. Participants must be at least 55 years of age, have a family income not higher than 125 percent of the OMB poverty level, and have the physical capacity to work.

The SCSEP programs included in this survey were ones with an emphasis on placement. These programs generally had placement rates of 60 percent and higher.

The following findings for the Senior Community Service Employment Program (SCSEP) are based on a process analysis of local program operations and key program features that effected the placement rate for the programs. Annual performance data was also analyzed and evaluated to assess the effect of placement techniques on placement rates.

Study Highlights:

- The staff of SCSEP projects with high placement rates view placement as a major goal of their program and use subsidized employment as a training process to enhance employment opportunities for participants.
- Some of these programs used Title V Section 502(e) experimental projects to develop new methods of working with private-sector employers and to develop and test training methods for participants.
- Selected SCSEP participants are used as job developers and placement specialists for the program. These participants are given comprehensive training on the job development process.
- SCSEP programs provided continued support and assistance to participants in their job search. In some cases, this included having the job developer accompany participants to interviews.
- Structured job search training was the most commonly provided placement service for job-ready participants.
- Job development tailored to the needs and interests of individual participants was considered by project staff to be most successful for job-ready participants.
- Personal contact with employers was found to be the most effective technique for increasing the placement rate for participants.
- Knowledge of the local labor market, especially turn-over rates in areas of high unemployment, were key factors for programs with high placement rates.
- SCSEP sponsors often coordinate with JTPA 3% programs, adult education programs, and vocational education programs to obtain occupational skills training for their participants.
- Close coordination was found with Job Service offices. Some SCSEP participants worked in the Job Service offices assisting older persons who were registering for work. Job Service resources were then made available to SCSEP projects.
- Advisory committees with private-sector representatives were found to be helpful by some programs in analyzing the local labor market and in advertising the skills and abilities of older workers to employers.
- These programs gave priority to assessing the participant's skills, abilities, and interests, and matching them on a one-on-one basis to meet the specific requirements of employers.

- SCSEP projects promoted their relationship with employers by frequent personal contact obtaining additional placements after the first successful one.

TITLE V SCSEP MODEL

The program emphasis of SCSEP is to provide subsidized part-time community service employment to older workers aged 55 and over. Thus, a subsidized job is the key service of this model. However, most of the Title V SCSEP programs visited during this study also emphasized job search skills training, job development, and placement assistance. Several of the programs had developed an extensive follow-up system for tracking the employment status of participants after they left the program.

Those SCSEP programs focusing on the placement aspect of the program often sought skills training for participants. Project staff would seek resources in the community for various types of training for participants. Project staff mentioned that training often increased the possibility of placing certain older workers.

MODEL 5: TITLE V SENIOR COMMUNITY SERVICE EMPLOYMENT PROGRAM

Program Emphasis:	To provide subsidized part-time community service employment to low-income older workers aged 55 and over.
Key Service:	Placement in a subsidized job. o The work site provides the opportunity for brushing up on old skills and learning new ones. o Support services are provided to alleviate any problems interfering with work performance.
Other Services:	Job Search Skills Training Occupational Skills Training Basic Education Job Development Placement Assistance Follow-up

B. TITLE V PROGRAMS TAKE VARIOUS APPROACHES TO INCREASING PLACEMENTS

Title V of the Older Americans Act establishes the Senior Community Service Employment Program (SCSEP) to provide older workers with subsidized part-time work in community service agencies. While placement in jobs with private employers and other unsubsidized jobs has always been one of the goals of the program, it was not until the last few years that major efforts were made to increase the number of Title V participants placed in unsubsidized jobs.

One rationale for increasing placements rests on the fact that more placements result in more participants being served. One research study found that SCSEP funding resources enable the program to serve less than one percent of the eligible population, thus serving more participants is an important consideration.

Turnover, for example, allows a program with 100 positions to serve 150 participants in a given year if the program can achieve 50 placements during that year. Placements into unsubsidized jobs also allows the program staff to help participants find jobs that pay more or with more hours per week than SCSEP allows -- generally 20 hours per week at or near the federal minimum wage.

Three basic approaches to increasing placements were being tried among the programs studied in the NCBA research. In the first approach, the Title V program has developed its own placement services. The second approach supplements Title V services with outside funding, most notably JTPA 3% funds, or by obtaining services (e.g., training) through other organizations. The third approach of increasing SCSEP placements is to organize SCSEP within a comprehensive employment and training center where multiple services are available to the SCSEP participants and others.

The two case studies featured in this chapter are both SCSEP programs operated by the American Association of Retired Persons (AARP). Over its history, AARP has promoted job placement for older workers through its SCSEP programs. Comprehensive training for staff is the other major focus of their SCSEP programs. The following pages describe one AARP program in California and one in the State of Washington.

CASE STUDY #14

AARP PROGRAM IN EUREKA, CALIFORNIA: "YOUR JOB IS TO GET A JOB."

Participants receive intensive job search assistance from the day they enter the Title V program sponsored by the American Association of Retired Persons (AARP) in Humboldt and Del Norte Counties on the northern coast of California, according to program staff.

The program director, Ginger Campbell, who interviews each applicant for the 95 slot program, says she tells new enrollees: "Your job is to get a job. We will make a subsidized job available so you can have some income until you find regular work. We will provide job search training, and a job developer to help you locate job openings, but we expect you to make a serious effort to find unsubsidized work so that as many people as possible can be served."

The Eureka-based project receives no special funding to achieve its 88 percent placement rate as measured under Title V, (i.e., 84 placements against the 95 slots available in program year 1985-86). Rather, it uses the resources of its own staff and that of the host agencies to provide job search assistance to the participants. In addition, the program has close working relations with the local Employment Service office and with the area JTPA Private Industry Council.

THE SETTING. The north coast of California is distinguished by a rocky and often fogbound Pacific shoreline broken by a few small but fine harbors. Inland from the coast are marshes and rich meadowland leading to the Redwood forest covered hills and mountains. The mountains are cut by several swift running whitewater rivers and streams which have long been the spawning grounds for salmon. More recently, the mountain valleys have been the scene of a thriving, illegal marijuana farming which has had a major impact on the local economy, according to local observers.

Humboldt and Del Norte Counties, the two northernmost counties on the California coast, have long depended on fishing and forestry for their basic employment. However, both of these industries have declined dramatically in the last ten years as the Redwood forests have been taken out of production and the salmon catch has dwindled. These have been replaced to some extent by tourism, some manufacturing, and agricultural growth. Nevertheless, Humboldt county had an unemployment rate of over 11 percent during the 1985-86 program year and the much smaller Del Norte County had a rate exceeding 16 percent.

Humboldt is by far the larger county with around 110,000 people, while Del Norte has about 18,000 people. Eureka, with about 25,000 people, is the largest city in the region. Most of the population in the region, around 90%, are of European origin, many of them Scandinavian and Portuguese. Only about 4 percent of the people are Hispanic and about three percent are Native American, mostly from the Hoopa Indian Tribe. The number of blacks and Asian-Americans is extremely small, less than one percent each.

Nearly a quarter of the population is over 55 years of age. A large part of these are former fishing and forestry workers and their spouses. In recent years, the area has become attractive as a retirement community due in part to the pleasant climate.

ORGANIZATION. The Eureka AARP Title V program is one of 103 local SCSEP programs operated by the American Association of Retired Persons throughout the country and Puerto Rico. AARP has been operating in Humboldt County under the same director for the past ten years and only recently added Del Norte County to its service area.

National AARP headquarters in Washington provides extensive administrative and training support for the local program. This support is most telling in the intensive training provided for job developers and in the job development materials provided to the local programs.

The Eureka program had a staff of six during program year 1985-86, five of whom were Title V participants. In addition to the director, the staff consisted of a Job Developer, a Safety Assistant, a Payroll Clerk, a Correspondence Clerk, and a Secretary.

CHARACTERISTICS OF THE TITLE V PROGRAM. The Eureka program had 95 established enrollment positions during the 1985-86 program year; 87 of these were designated for Humboldt County and eight for Del Norte County. Additionally, the program usually had five to ten temporary participants.

The largest number of participants, 36 percent, were assigned to educational institutions. Parks and recreation facilities and government offices constituted the next largest categories of host agencies, with each having about 15 percent of the participants. The remaining participants were assigned to a wide variety of social organizations and government agencies.

All participants, with the exception of the five who work in program administration, are paid at the federal minimum wage. The participants on the staff are paid somewhat more, according to the director, in order to maintain continuity in the program.

JOB PLACEMENT ACTIVITIES. Placement in unsubsidized employment is the primary goal of the Eureka AARP program. At the initial interview, the staff tells applicants that the purpose of the program is to assist them in the transition from unemployment to unsubsidized employment. All positions with host agencies are considered training opportunities, according to the director.

The program's placement orientation is emphasized with all host agencies and rotation of participants among positions is practiced regularly. This practice gives the participants wider exposure to different job settings and to prevent what the program director calls 'host agency seduction' meaning that the host agency may try to discourage participants with whom they have become comfortable from seeking unsubsidized jobs. Host agencies, that either hire participants or assist them in finding unsubsidized employment, receive the highest priority in receiving replacements and additional participants to work in their agency.

In addition to such incentives, the program has a specific job search assistance effort based on a job search training class and the work of the program's job developer. Extensive job search training including self-assessment and specific job search techniques is provided at the outset for each of the participants. At the end of the training, each participant is required to develop a three month job search plan.

The job developer -- a Title V participant with specialized training provided by the national headquarters of AARP -- keeps in regular contact with the participants and checks on their progress in looking for work. The job developer also keeps in close touch with local employers and is able to refer participants to specific openings as they occur.

The work of the job developer is assisted by the local Employment Service office which has a Title V participant on staff who serves as an older worker specialist to register older adults for work. All SCSEP participants are required to register with the local Job Training Partnership Act (JTPA) Private Industry Council program which has both training opportunities and its own job developers to assist older workers in finding employment. The project staff works closely with the local JTPA 3% Older Workers program to make sure that Title V participants avail themselves of employment and training opportunities.

The Eureka program makes special efforts to insure that employers are satisfied with the performance of the participants once they are placed in unsubsidized employment. Project staff regularly follow-up with employers after participants have been placed. They advise employers to contact the agency if any problems should arise.

Although the program has no employer advisory council, the staff works closely with the local JTPA Private Industry Council members and the Employment Service advisory committee.
To show its appreciation to the employers who have hired participants, AARP runs a full page advertisement in the local newspaper at Thanksgiving each year thanking the employers by name.

Formal follow-up is conducted on all placed participants to determine if they are still working six months after leaving the Title V program. During program year 1985-86, some 78 percent of all placements were still working six months after they were placed.

CASE STUDY #14

The name and address of the contact person for further information on this program is:

Contact Person: **Ginger Campbell**
Project Director
American Association of Retired Persons (AARP)
SCSEP
Caltrans Building, Room 106
P.O. Box 1385
Eureka, CA 95501
Phone: (707) 442-6436

SCSEP OPERATED BY AARP IN SPOKANE, WASHINGTON

The AARP project in Spokane, Washington takes a slightly different approach. "Placement is not our No. 1 objective", says Mike White, Project Director, "we help participants feel useful, successful, and happy and they find their own job. Our primary goal is re-establishment of self-confidence. We must deal with immediate problems first." As a result, this AARP project achieved a placement rate of 100 percent for the 1985-1986 program year, placing 50 people in unsubsidized jobs. Their program is funded for 50 slots. The hourly wages for these jobs ranged from $3.35 to $6.50. The average wage at placement was $4.00 per hour, about 20 percent higher than the average wage participants earn while on the SCSEP program.

But Mr. White elaborates that the biggest barrier to employment for older workers in Spokane is the lack of jobs--few "Help Wanted" ads are found in the local newspapers. So older workers have to look for jobs coming open due to turn-over and those rare new positions. According to staff, most new positions are in the highly trained medical field and computer occupations.

THE SETTING. Spokane, Washington is a mid-sized city of 300,000 surrounded by rural areas with a number of farms. About 54,000 people in the area are aged 55 and over. About 11 percent of the population aged 55 and over have incomes at or below the poverty level, thus some 6,000 people in the area are eligible for AARP's SCSEP services.

THE PROGRAM. AARP has 50 SCSEP authorized positions, but generally serves around 130 people annually. Two-thirds of the program participants are women. Most participants are white, and have at least a high school education. Fifty-five (55) percent of the participants are aged 60 and over.

Most of the SCSEP participants work in agencies providing services to the general community, in social services agencies, and in state and local agencies. Host agencies also include such community groups as the Red Cross, the "4H", Boy Scouts, Girl Scouts, Big Brothers, and Camp Fire.

ORGANIZATIONAL STRUCTURE. The project director works with the assistance of five SCSEP participants--two of whom are job developers, two are office aides, and one is the safety coordinator.

The project director is responsible for staff supervision, program planning, administrative reports, and public relations. He is also the primary trainer for the Job Club. The project director also manages another AARP project in Northern Idaho.
The two job developers who work 5 hours per day are responsible for client intake and assessment, contacting employers and other job development activities, as well as assisting with the Job Club.

The two Senior Aides act as the receptionist, and are responsible for filing and other light office work.

The safety coordinator completes a safety evaluation of all SCSEP work sites and publishes a bimonthly newsletter, entitled The SCSEP Scoop, with safety tips and other program news.

COORDINATION WITH OTHER AGENCIES. The AARP program has found several ways of coordinating with the local JTPA 3% program operated by the local Employment Security Office. They have a cross-referral system, and some dual program enrollment in which participants received work experience through AARP, and receive training and support services through the JTPA 3% program. The two programs also engage in joint planning of services to older workers.

The project director said a few participants had received training through the vocational education system, but overall the program had not received much cooperation from the vocational educational system.

However, coordination with the local adult education program has been very different. Adult education sponsors "workshops on wheels" in which they provide training on many different subjects if a class of 12 people is available. AARP will hold the class and arrange for 12 participants to attend, and the adult education program will provide trainers and materials. Some of the classes held were on home-based businesses, introduction to computers, general office and speed writing, and a class on "Living, Laughing, and Loving."

SELF-ASSESSMENT. The project director identified three reasons why this program has been able to achieve a 100 percent placement rate. These are:

- Job Club. They emphasize goals. They seek to have participants work on who they are, where they are going, and what they want. The trainers seek to boost morale and deal with the fears participants may have about looking for a job.

- Host Agencies. AARP stressed that they were looking for work sites where participants could learn new job skills and receive good supervision.

- Assessment. Focus is on a one-on-one assessment process, being completed by well-trained staff.

PARTICIPANT FLOW. Each participant in the Spokane project goes through the following steps during their participation on the program:

Intake

Initial Assessment

A Host Agency Interview

Physical Examination

Orientation

Development of A Plan of Action

Assignment to Subsidized Work Site

Extensive Assessment

Participation in Job Club

Individualized Job Development

Placement in Unsubsidized Job

RECRUITMENT AND PROGRAM PUBLICITY. This SCSEP project has found that public service announcements and want ads in the paper were the two most effective methods of attracting program applicants. One ad placed under skill/semi-skilled work of the employment section of the local paper, said "Retired Too Soon? Call Ellie at AARP," and provided the phone number. They received 15 calls on the first day.

They have used several public service announcements (PSAs)--one 20-second PSA presented the job developers and several enrollees talking about older workers. This PSA received a good response from applicants and employers. Another 20-second PSA featured the project director. The project director said they were extremely lucky to have these PSAs aired during the T.V. program "Wheel of Fortune"--one of the most popular programs in the area. AARP maintains a waiting list at most times of 10 to 20 people.

JOB DEVELOPMENT. Special emphasis is placed on client-centered job development efforts with direct contact with most employers. Job developers maintain a monthly log of employer contacts. AARP also uses a brochure geared to employers as well as radio PSAs and advertisements within public buses.

Each SCSEP participant must register with ES. However, the program has not found the Job Listing maintained by ES to be particularly helpful to participants.

Most participants are placed by the end of six months of program participation. In recent years, this has become much shorter, as program participation used to be one to two years. Staff complete a follow-up at 30, 90 and 180 days after placement. They have found at the 180 day follow-up a retention rate of 75 percent.

The AARP project in Spokane has developed a comprehensive Job Club agenda and training materials. These excellent materials are discussed in Chapter Eight of this guide.

The name and address of the contact person for further information is given below:

Contact Person: **Mike White**
Project Director
American Association of Retired Persons (AARP)
SCSEP
P.O. Box 125
Spokane, WA 99210
Phone (509) 624-4232

For practitioners who are interested in reading about other Title V SCSEP programs, refer to the case study on the National Urban League's program in Richmond, Virginia described in Chapter Six. There are also several JTPA 3% programs described in case studies in Chapter Three that are also Title V SCSEP program operators. These case studies include Case Study #1, Case Study #2, Case Study #3, Case Study #11, and Case Study #13.

CHAPTER V

DISPLACED HOMEMAKERS PROGRAMS: ADDRESSING THE SPECIAL NEEDS OF WOMEN RE-ENTERING THE LABOR MARKET

A. BACKGROUND

A large number of the women served in the programs surveyed were, in fact, displaced homemakers: women who have spent many years working in the home and find themselves required to return to the competitive labor market due to divorce, widowhood, or the disability of a husband.

Most of the programs served displaced homemakers along with other older workers -- unemployed women with substantial work histories, men who have been dislocated from longstanding jobs, and older people forced by health or other circumstances to change jobs. However, four of the programs studied focused specifically on the needs of displaced homemakers. The four programs are:

> Arizona Action for Displaced Homemakers in Phoenix, Arizona
>
> New Careers, Working Opportunities for Women in Minneapolis, Minnesota
>
> GROW's Displaced Homemaker Center of the Regional Council on Aging, Rochester, New York
>
> Options for Women Over 40, San Francisco, California.

Displaced homemakers do have special needs. The program operators say the major problem is that they have little idea of the skills they have to sell in the labor market or kind of work they might like to do. They often believe that they have no skills or that skills they acquired years ago are obsolete. Some still have children at home or a spouse to support, thus they need to make enough to support a family. Fringe benefits such as health insurance and paid leave time are often important to displaced homemakers.

The displaced homemaker programs tend to spend considerable time in assessing skills transferability, building self esteem, reviewing training options, and finding appropriate niches in the labor market that meet the participant's special needs. For instance, finding full time jobs with higher wages and benefits may be more important in displaced homemaker programs than in programs where many participants are looking for income to supplement their pensions.

Another distinguishing characteristic of the displaced homemaker programs is that they tend to serve a wider age range than other programs studied -- women in their 30s and 40s as well as those in their 50s and 60s. Therefore, the displaced homemaker programs cannot be compared with those that only serve people 55 years of age and over.

PROGRAM MODEL. The program emphasis in the displaced homemaker programs was to provide employment and training services to women whose life circumstances required them to seek employment. Counseling seemed to be the focal point for the services rendered. Three common reasons given for this were:

(1) these women were making a major adjustment in their lives and needed support to make the necessary changes

(2) information on the resources available to them such as financial assistance, and support services was needed

(3) displaced homemakers needed assistance in making appropriate plans to become self-sufficient.

A wide variety of other services were also offered by these programs. These include career counseling, occupational skills training, job search skills training, placement assistance, and follow-up.

The following is a basic model for displaced homemaker programs.

MODEL 6: DISPLACED HOMEMAKER PROGRAMS

Program Emphasis:	To provide employment and training services to women who must now find employment due to the death, disability, divorce or separation from a spouse.
Key Service:	Counseling o assist women in the adjustment required in their lives due to displacement; and o To provide information on resources available to displaced homemakers in different circumstances. o To assist them in making appropriate plans to become self-sufficient.
Other Services:	Career Counseling Internships Occupational Skills Training Job Search Skills Training Placement Assistance Support Services Follow-up

CASE STUDY #16

ARIZONA ACTION FOR DISPLACED HOMEMAKERS: STARTING AGAIN IN THE VALLEY OF THE SUN

"The bottom line is that they have to get a job," Margaret Walsh, assistant director of Arizona Action for Displaced Homemakers (AADH), remarked about the programs participants. Johanna Phalen, the program's director, added: "It our job to make sure displaced homemakers get jobs, jobs with good benefits so they can live decently and support themselves and their families."

As defined by AADH, a displaced homemaker:

- Is 35 years of age and over;
- Has spent a substantial number of years as a homemaker;
- Has been dependent upon the income of another person; and
- Has lost that source of income due to divorce, death, or disability of the wage earning spouse.

AADH served over 700 displaced homemakers last year although the primary service for most of these was short-term counseling. About 130 were actually enrolled for training and other services. Of these, about 60 percent of the participants found private-sector jobs. For those 130 receiving training, a wide range of services are available including intensive job search training, occupational skills training, counseling and basic education.

The program is open to displaced homemakers regardless of income except for those enrolled in a training program funded by the local JTPA Service Delivery Area (about half of the trainees). Most of the 700 women receiving services have, in fact, low income, over half having incomes below $5,000 per year and less than 20 percent having incomes above $10,000 per year.

The program emphasizes service to women over age 35 and the typical participant is 47 years old and was married for about 20 years. However, the program has always served those aged 55 and over, currently above 15 percent of their participants. Recently, AADH received a JTPA 3% contract under which this age group would be served exclusively.

The program serves participants from Phoenix and surrounding Maricopa County. About half of the participants are from the city of Phoenix and the remainder from various surrounding communities.

THE SETTING. Maricopa County is the rapidly growing urban center of Arizona with over half of the state's population and jobs. Situated in the Sonoran desert of southern Arizona, the county covers several thousand square miles. Although most of its 1.7 million people live in Phoenix and surrounding communities.

The county is a center of high tech manufacturing, tourism, and services. During the 1985-86 program year, the unemployment rate (5.3 percent) was well below the national average of 7 percent. The rapidly growing service industries provided a major source of jobs for the AADH participants.

THE ORGANIZATION. AADH was founded in 1978 and received its first funding in that year from the CETA Governor's Model Programs Grant for a project to train and place 25 displaced homemakers. The following year AADH was awarded a CETA training contract from the City of Phoenix.

With the inception of JTPA in 1983, the City continued to provide funding to AADH through the JTPA Title IIA funds. In the same year, AADH received some funding for the first time from the United Way.

Metropolitan Phoenix has several separate United Way funding agencies and AADH has approached all of these for funds. The United Way funds ($100,000 in 1985-86) allow the program to extend the geographic range of its services -- the Phoenix JTPA funds are for services to Phoenix residents only -- and to serve participants who do not meet the income eligibility guidelines established for JTPA. However, AADH operates its programs on an integrated basis so that no distinction in terms of services provided is made between those served with United Way and JTPA funds.

During program year 1985-86 the agency had $240,000 in funding, about half of which was from private sources -- primarily various United Way funding sources. The remainder of the funds came from the Phoenix JTPA Service Delivery Area and in the form of services of Title V SCSEP participants. AADH operates as a independent organization with a board of directors.

During program year 1985-86, AADH had a staff of eleven, all involved in providing employment-related services to displaced homemakers.

AADH SERVICES. The heart of the AADH program is Job Re-entry Training, an intensive eight week job search assistance program tailored to the needs displaced homemakers. This training is supplemented by counseling, occupational skills training, basic education, intensive job development, and other services that individual participants may need, according to the program staff.

JOB RE-ENTRY TRAINING. The Job Re-entry Training curriculum places heavy emphasis on self-assessment and values clarification to assist the participants in determining both what they can do and what they want to do in terms of work. For instance, many of the participants have only a general idea of what is involved in specific jobs. So, the participants are asked to interview at least two people on their jobs each week to get a feel of what the work in different jobs is like.

In addition extensive training is provided in the specific ways of identifying employers, interviewing, and other techniques for actually getting a job. Resume writing, video taped interviews, grooming tips, and practice in filling out applications are all included in this portion of the Job Re-entry training.

The Job Re-entry class is open-entry/open-exit; meeting for approximately six hours per day, four days per week.

OCCUPATIONAL SKILLS TRAINING. Between 40 and 50 percent of the AADH participants receive occupational skills training; mostly through an eight week in-house clerical skills component. A broader range of training is also available through the local community college skills center. Referrals to basic education and General Equivalency Degree (GED) training are made for those participants who need to brush up on academic skills in order to be successful in occupational training.

CAREER INTERNSHIP PROGRAM. For participants who have finished the Job Re-entry class but need on-the-job experience, they may enter an internship program. The internship program provides 18 hours a week of work in a non-paid position with an employer for two to six months. The intern then meets once a week with an AADH coordinator to discuss the internship experience.

COUNSELING AND SUPPORT SERVICES. Throughout the participants' time in the program they are provided with extensive counseling and involvement in group support activities. Each participant is assigned to a counselor for individual attention while in the program. Each counselor works with no more than five participants any one time.

Support services such as specialized counseling, emergency food supplies, transportation assistance, and health services are available to the participants through a system of coordinated referrals to other agencies which specialize in such services. Access to these services is maintained through extensive personal contact between AADH staff and that of the other agencies, according to the program director.

DIVORCE CLASS. A class on the basic process of going through a divorce is offered by AADH two days each month. A small fee is charged for materials. One emphasis of the class is on the financial realities of living along and becoming self sufficient. Over 50 percent of the AADH participants are separated from their spouse, and 30 percent are divorced.

JOB DEVELOPMENT. The program employs a full time job developer who concentrates on finding the jobs most desired by the participants--generally clerical positions, hotel reservations jobs, and other service industry occupations. A special effort was made to identify jobs with a good fringe benefit package, especially health insurance.

The job developer also coordinates the public relations effort with employers, and belongs to the area personnel officers association, gives talks to employers groups, and tracks hiring trends through contacts with individual employers.

The job developer works closely with the participants while they are in the Job Re-entry Training in order to assess the participants interests and strengths and to be able to match those with the needs of employers. "The job developer acts as a catalyst between the participants and the employers," the director said, "but the participants are still expected to sell themselves and do a lot of their own job search."

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. Some thirty-one percent of the AADH participants were aged 50 and over. One-half of the participants had a high school education, and almost one-fourth of the participants had some college training. Most were white, and all were female. Fifteen percent of the participants were minorities.

AADH achieved a placement rate of 71 percent. The average wage at placement for the 42 placed participants was $4.98 per hour. These participants were working on average, 37 hours per week. AADH's program helped these participants obtain an average annualized income after placement of $9,581.

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ARIZONA ACTION FOR DISPLACED HOMEMAKERS
JTPA TITLE IIA PROGRAM PROFILE

Participant Characteristics — Phoenix, AZ

Total Served: 71

Age	Number	Percent
30-39	19	27%
40-49	30	42%
50-54	12	17%
55-59	8	11%
60+	2	3%
Total	71	100%

Average Age: 46
Age Range: 33 to 62

Sex		
Male	0	0%
Female	71	100%
Total	71	100%

Ethnic Group		
White (not Hispanic)	60	85%
Black (not Hispanic)	4	6%
Hispanic	6	8%
American Indian/ Alaskan Native	1	1%
Asian/Pacific Islander	0	0%
Total	71	100%

Education		
8th grade or less	6	8%
9th to 11th grade	9	13%
High School Graduate	39	55%
1-3 yrs. of College	12	17%
College Graduate	5	7%
Total	71	100%

CASE STUDY #16

ARIZONA ACTION FOR DISPLACED HOMEMAKERS
JTPA 3% PROGRAM PROFILE

Placement Outcomes   Phoenix, AZ

Total Placed: 42
Total Terminations: 59

Placement Rage: 71%

Age	Number	Percent
30-39	12	28%
40-49	19	45%
50-54	4	10%
55-59	5	12%
60+	2	5%
Total	42	100%

Average Age of Participants Placed: 46
Age Range of Participants Entering Employment: 32 to 61

Sex of Participants Placed

	Number	Percent
Male	0	0%
Female	42	100%
Total	42	100%

Ethnic Group of Participants Placed

	Number	Percent
White (not Hispanic)	36	86%
Black (not Hispanic)	1	2%
Hispanic	4	10%
American Indian/ Alaskan Native	1	2%
Asian/Pacific Islander	0	0%
Total	42	100%

Average Wage at Placement:	$4.98
Wage Range at Placement:	$3.35 to $7.79
Average Hours at Placement:	37
Range of Hours:	20 to 40
Average Annualized Income After Placement:	$9,581.
Cost Per Placement:	$2,404.

CASE STUDY #17

GROW'S DISPLACED HOMEMAKER CENTER
A PROGRAM OF THE REGIONAL COUNCIL ON AGING
ROCHESTER, NEW YORK

The GROW Displaced Homemaker Center is one program within Gaining Resources for Older Workers (GROW), operated by the Regional Council on Aging in Rochester, New York. GROW offers a comprehensive selection of employment-related assistance to any person age 45 and over and to displaced homemakers of all ages.

The GROW Displaced Homemaker Program's overall goal is to enable participants to become self-supporting and experience a sense of self-worth by securing employment or the training or education necessary to secure employment. GROW's Displaced Homemaker Center is open to women of all ages and offers a wide range of services. The program is funded by the New York State Department of Labor, one of 17 such centers within the state.

The Center receives funding in the amount of $75,000 to assist almost 300 displaced homemakers and to place some 72 participants in jobs. GROW estimates that there are about 21,000 displaced homemakers in the county the program serves, Monroe County, New York. The job market in Monroe County is very competitive due to recent cut-backs by local main-stay industries. Because displaced homemakers often have been out of the workforce for many years and lack recent education or training, the job search is especially difficult for them.

The coordinator for the Center, Karen Grella, states that "displaced homemakers often feel angry over their situation, confused, and scared about the future upon first contact with the Center. They speak of feeling overwhelmed, terrified about the lack of money and some even have thoughts of suicide."

COMPREHENSIVE SERVICES. To deal with the many problems faced by displaced homemakers, the GROW Center offers the following services:

- Crisis Counseling;
- 80-hour Job Readiness Training Program;
- Financial Assistance during the 80-hour Job Readiness Training, based on need and eligibility;
- Workshops on Legal and Financial Problems of Displaced Homemakers, Non-traditional Careers for Women, Personal and Family Relationships, and Opportunities in the Local Labor Market;
- Information and Referrals;
- Training for specific jobs;
- On-the-job training for those eligible;

- o Job Search Clubs; and
- o Job Referrals.

An intensive four-week Job Readiness Training course is the core service. This course of 20 hours per week includes intensive self-confidence building, identification of job training opportunities, establishment of job and educational goals, and effective job getting techniques.

The Job Readiness Training is paced according to the needs of the participants. Experts from the community donate their time to assist the displaced homemakers with legal and medical problems. These community leaders are women from a variety of occupations--an attorney, a physician, an assertiveness trainer, a budget planner, a tax expert, and a banker. Personnel from private industry conduct mock interviews of displaced homemakers going though the training.

A Job Search Club is provided for graduates of the Job Readiness Training. The club meets for two days per week for two hours per day. Participants are given tasks related to their job search to be completed between sessions.

Job Search Club participants have access to job listings on microfiche from the Job Service, to local newspapers, typewriters, copy facilities for resumes, and resource materials in the Center's library. The library includes information on various careers, college programs, and civil service opportunities.

Skills training is provided to eligible participants through short-term classroom courses, on-the-job training, and trial employment. Participants are also helped to obtain tuition assistance to attend the Monroe Community College and other institutions of higher education.

GROW's Displaced Homemaker Program has developed an extensive network of agencies that can provide various services needed by the participants such as day care and transportation assistance. The GROW Displaced Homemaker Center is an approved program for participants to receive stipends from the Department of Social Services.

During the 1985-86 program year, the Displaced Homemaker Center placed 81 persons, exceeding their placement goal of 72. Cost per placement was $953. The types of jobs obtained by displaced homemakers included clerical, computer repair, word processing, computerized bookkeeping, and medical secretarial work. The average hourly wage at placement was $5.13. The range of wages gained varied from $3.35 to $10.00 per hour.

CASE STUDY #17

For further information about the GROW Displaced Homemaker Center, refer below.

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GROW Displaced Homemaker Center
Regional Council on Aging
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Rochester, NY 14604
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CHAPTER VI

PROGRAMS FOR SPECIAL CIRCUMSTANCES

As NCBA researchers visited various programs, it was found that there were special circumstances that required different placement strategies than those generally needed. These special circumstances included programs operating in rural areas where there were few employers, an extremely high rate of unemployment, and a need for jobs among the older population; programs striving to become self-supporting that were providing employment to older workers; and programs that are serving large groups of minority older workers who had special employment and training needs.

Section A of this Chapter describes two small rural programs a JTPA 3% program operated by Green Thumb, Inc. in South Dakota, and a JTPA 3% Older Workers program run by the Cochise County Private Industry Council in Bisbee, Arizona.

Section B presents two cases of privately-funded programs striving to be fully self-supporting: Gramma's, a Child Care Center in Memphis, Tennessee that is staffed by older women, and ROWES, a Rural Older Worker Employment Service in Brattleboro, Vermont.

Section C provides information on two programs serving large groups of minority older workers, one program is run by Goodwill Industries and Senior Community Service in San Antonio, Texas and the second one is a Title V program sponsored by the National Urban League in Richmond, Virginia.

A. SMALL RURAL PROGRAMS TRYING NEW OPTIONS

Since programs operating in rural areas often have special problems--few employers, little employment growth, poor or no public transportation systems--attention is needed to develop new methods for increasing employment opportunities for the older workers living in these areas. These two programs, one in South Dakota and one in Arizona, have attempted training options that may provide information for other rural program operators. The JTPA 3% program operated by the Cochise County PIC emphasized the development of self-employment opportunities in such fields as landscaping, jewelry making, and commercial cleaning services. The JTPA 3% program operated by Green Thumb, Inc. emphasized on-the-job training for older workers to enhance occupational skills and to improve older workers' chances of being hired by private-sector employers. The following pages present the program model and the two program descriptions.

MODEL 7: SMALL RURAL PROGRAM MODEL

Program Emphasis: To provide employment and training services to older workers living in rural areas.

Key Service: Assessment to determine participant's skills, abilities, and interests as well as to determine services needed to improve the employment potential of the participant.

Other Services: To locate additional resources available to meet employment and training needs of the older participant:

- Basic Education
- Classroom Training
- On-the-Job Training
- Job Search Skills Training
- Placement Assistance
- Job Counseling
- To try innovative ways of assisting participants in finding work such as increasing self-employment opportunities and providing entrepreneurial training; and collaborating ties with economic development efforts.

CASE STUDY #18

ON-THE-JOB TRAINING
SIOUX FALLS, SOUTH DAKOTA

Green Thumb, Inc., initiated its first employment and training program for older workers in South Dakota on March 1, 1968. As one of the national sponsors of the Title V Senior Community Service Employment Program, it has long been in the business of finding community service work for people aged 55 and over. With JTPA 3% funding received through the South Dakota Department of Labor, Green Thumb has expanded training opportunities to address the barrier that they felt was most prohibitive to older persons finding employment--the lack of occupational skills. This assessment was particularly stressed for people from rural areas who were looking for jobs in the cities in South Dakota, such as Sioux Falls and Rapid City.

Green Thumb achieved a 72 percent placement rate by emphasizing skills training through on-the-job training contracts with private-sector employers or by classroom training through the vocational education technical center. Almost three-fourths of the JTPA 3% participants received on-the-job training, and ten percent received classroom training. The other most frequently received services by those JTPA 3% participants were job counseling, placement assistance, and work experience.

THE SETTING. The farm crisis has brought about a migration of people from small rural communities to larger urban areas. Rural people, farmers, in particular, are often independent having made decisions and established their own work habits for decades; and they often have problems with a more structured work environment, according to the Green Thumb program staff.

The unemployment rate for the state of South Dakota is around 4 percent. However, this does not accurately portray the employment situation in many rural sections of the state where the unemployment rate is over ten percent.

Green Thumb's JTPA 3% program is closely integrated with the South Dakota Job Service. For instance, the Job Service periodically sends Green Thumb a computer printout of persons aged 55 and over registered for work with their agency. In turn, Green Thumb staff contacts these individuals to see if they are interested in the JTPA 3% program; many of whom do enroll in the JTPA 3% program.

Additionally, once an OJT contract is negotiated with an employer, Green Thumb submits the contract to the Job Service where it is processed and the Job Service directly reimburses the employer, according to the terms of the contract.

According to the staff, the most successful techniques they found for contacting employers were personal visits and cold calling. Periodic contacts with employers were also considered essential.

TRAINING. The types of occupations for which OJT contracts were negotiated for training older workers included: sales, management, child care, clerical, and building maintenance. OJT contracts averaged 800 hours, or about 20 weeks. Contracts were not written for less than 4 weeks, or for more than 6 months.

Classroom training is provided in such occupational skills as bookkeeping, data processing, small engine repair, and cashier.

Additionally, Green Thumb offers a Job Club meeting every Friday. It is considered as a group support system for participants and a means to exchange information on job vacancies and to discuss with participants the results of any interviews they may have had with employers during the week. The meeting generally lasts an hour and often has invited guest speakers.

Gary Eisenbaum, the Green Thumb State Director, said that their program emphasis was on job development, not self-directed job search for participants. They had tried the self-directed approach with Title V participants and did not feel it was very successful. Job development was viewed as one of the strongest components of their program.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. The Green Thumb JTPA 3% program was the only 3% program included in the survey in which the majority of the participants were males (58 percent). The typical JTPA 3% participant in the Green Thumb program was a white male, aged 59 with a 11th grade education. Four participants were Native Americans--two men and two women. Their average education was 9th grade.

Interestingly, the placement rate for female participants was 3 percent higher than the placement rate for male participants. However, as with most programs, the wages at placement for men were higher, on average, by 14 percent than women. The average wage at placement for all participants was $3.94 per hour. The median wage was $3.76 per hour. The range of wages at placement was from minimum wage to $6.00 per hour.

Male participants tended to find work in building maintenance, transportation, and supervision. Female participants tended to find employment in child care, clerical, and cook/baker positions. Males tended to work an average of 35 hours per week and female participants averaged 28 hours of work per week.

CASE STUDY #18

The Green Thumb JTPA 3% program had a retention rate of 87.5 percent at the six-month follow-up. This high retention rate is due to good job matching procedures.

The average annualized income obtained through employment for the Green Thumb JTPA 3% participants was $6,556. The cost per placement was $1,582, which is relatively low for a program emphasizing training.

Green Thumb's program has been expanded considerably in the 1986-87 program year in which 147 participants have been served through OJT agreements.

The following pages provide descriptive statistics on the participant characteristics and placement outcomes of the Green Thumb JTPA 3% program. Below is the name of the contact person for further information.

Contact Person: **Gary Eisenbraum**
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JTPA 3% PROGRAM PROFILE

Participant Characteristics Souix Falls, SD

Total Served: 81

Age	Number	Percent
55-59	45	55%
60-64	25	31%
65-69	8	10%
70-79	3	4%
80+	0	0%
Total	81	100%

Average Age - 59
Age Range - 55 to 74

Sex	Number	Percent
Male	47	58%
Female	34	42%
Total	81	100%

Ethnic Group	Number	Percent
White (not Hispanic)	76	94%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	4	5%
Asian/Pacific Islander	1	1%
Total	81	100%

Education	Number	Percent
8th grade or less	15	19%
9th to 11th grade	10	12%
High School Graduate	31	38%
1-3 yrs. of College	14	17%
College Graduate	11	14%
Total	81	100%

Employed at Enrollment		
Female	0	0%
Male	0	0%

CASE STUDY #18

JTPA 3% PROGRAM PROFILE

Placement Outcomes — Souix Falls, SD

Total Placed: 39
Total Terminations: 54

Placement Rate: 72%

Age Range of Participants Entering Employment

Age	Number	Percent
55-59	24	62%
60-64	11	28%
65-69	2	5%
70-79	2	5%
80+	0	0%
Total	39	100%

Average Age of Placed Participants: 59

Age Range of Placed Participants: 55 to 74

Sex of Participants Placed

	Number	Percent
Male	22	56%
Female	17	44%
Total	39	100%

Ethnic Group	Number	Percent
White (not Hispanic)	36	92%
Black (not Hispanic)	0	0%
Hispanic	0	0%
American Indian/ Alaskan Native	2	5%
Asian/Pacific Islander	1	3%
Total	39	100%

Average Wage at Placement:	$3.94
Wage Range:	$3.35 to $6.00
Average Hours at Placement:	32
Range of Hours:	16 to 40
Average Annualized Income After Placement:	$6,556
Cost Per Placement:	$1,582

CASE STUDY #19

OLDER WORKERS IN THE WEST:
COCHISE COUNTY, ARIZONA PIC TRIES SELF-EMPLOYMENT

Cochise County in Southeastern Arizona has probably had more books written, and movies made about the events within its borders than any other single county in the nation. But the booming days of the silver strike at Tombstone and the Copper Queen in Bisbee, once the world's richest copper mine, are long since gone. Now jobs are scarce in Cochise County, especially for older workers.

So, the Cochise County Private Industry Council, using JTPA 3% Older Workers funds from the State, initiated an experiment in self employment for older workers combining skills training and marketing assistance in such areas as traditional crafts, landscaping, and cleaning services.

The PIC based its experiment on the fact that the county's economy has been on an upturn in recent years with a mix of tourism, manufacturing near the Mexican border, and defense spending in the Fort Huachuca area. Money is coming into the area, but certain services have lagged behind.

For instance, in Sierra Vista, which adjoins Fort Huachuca, housing developments have been springing up over the last few years but landscaping services have been hard to obtain. Thus, when the PIC trained 24 older workers in landscaping skills in the 1984-85 program year, it was able to place 23 of them in permanent, unsubsidized employment.

Similar opportunities have been sought in various communities throughout the county. Not all of these have been as successful as the landscape training, but the PIC staff believes it has learned some important lessons about the type of self-employment training that works and that which doesn't.

PIC staff indicated that a major factor in successful self-employment operations is good assessment of both the individual and of the market for the product or service. "Some individuals just aren't interested or capable of running their own business, no matter how small," a PIC staff member said, " On the other hand, some markets are just very hard to break into or are not as lucrative as might appear on the surface," he elaborated.

In some instances, the PIC has sought to assist individuals in marketing their products - copper jewelry and hand-woven woolens for instance - so that a wider market can be reached and the individual can concentrate on producing the product. Another approach being tested is the formation of a cooperative to provide cleaning services for motels and commercial establishments in the northern part of the county. During this interview with the project staff, it was unclear whether these approaches would be successful.

The Cochise JTPA 3% program is also integrated with other JTPA services available in the county so that older workers who are not interested in self-employment have other options for training and placement services within the PIC's programs.

A single enrollment procedure for the PIC sponsored training programs allows the staff and participants to review the options available at the outset so that a participant may choose a skills training program funded under the JTPA 8% Education Set-aside at the local community college, an on-the-job training opportunity in the regular JTPA Title IIA program, or simply participation in job search assistance activities provided by the PIC for all participants.

THE SETTING. Cochise County, which is larger than the states of Connecticut and Rhode Island combined, rests in the extreme southeast corner of Arizona bordering both the Mexican State of Sonora and the U.S. State of New Mexico. The county's high desert plateaus and mineral-rich mountains were the range of the Apaches prior to the discovery of silver at Tombstone in the 1880s and copper at Bisbee and Douglas somewhat later.

The county takes its name from the Apache leader who preceded the more famous Geronimo whose Chiracahua band raided on both sides of the Mexican border in the 1870s. The Cochise county town of Tombstone has become synonymous with gunfighters and shootouts. Fort Huachuca was the home base of the renowned "Buffalo Soldiers," a black U.S.Cavalry unit which patrolled the untamed region in the late 19th century.

The copper boom at the turn of the 20th century brought considerable wealth to the county as well as an influx of Serbian and Croatian miners from the country now known as Yugoslavia. Bisbee is also the source of the much sought after "Bisbee Turquoise," considered the finest example of the veined blue gemstone.

Border skirmishes between Poncho Villa's Mexican revolutionaries and U.S. residents at Douglas and elsewhere in the county lead to the sending of General "Blackjack" Pershing on a punitive expedition deep into Mexico prior to the First World War. Mormon settlers moving down from Utah and more northern parts of Arizona founded neatly laid out towns like St. David and Wilcox and made the high desert productive through irrigation and intensive agriculture.

The silver mines played out early, but the copper production continued well into recent times. The last copper came out of Bisbee in 1974 and the smelter at Douglas remained open until 1985. The survival of Bisbee after the closing of the mine was a surprise to many observers and even local residents wear T-shirts that say: "Bisbee: The Town Too Dumb to Die," in contrast to Tombstone which was supposedly "too tough to die."

But it has been the long slow decline that allowed the county's economy to change orientation towards tourism, manufacturing, government, and services related to the Army installation at Forth

Huachuca with the aid of some concerted state and local economic development efforts. In recent years a number of retirement communities have been established and thrived, bringing outside income in the form of pensions and savings to be spent in the county.

The population is concentrated in five major labor markets- Huachuca City/Sierra Vista, Tombstone, Wilcox/Benson, Douglas, and Bisbee - separated from one another by wide expanses of open desert and barren mountains. There are also a half dozen smaller communities scattered throughout the county.

Interstate Route 10 is the main transportation artery through the northern part of the county and connects El Paso, Texas to the east with Tucson and San Diego farther west. Bisbee, the county seat and the headquarters of the Cochise Private Industry Council, is about 40 miles south of the Interstate.

Here and elsewhere in the county many of the older workers displaced from mining and other more traditional pursuits, are faced with re-orienting themselves to the changing economy for the remainder of their working years, according to PIC staff. Older members of the large Mexican-American population are often faced with a language barrier in seeking new employment.

The county's overall unemployment rate during the 1985-86 program year averaged around eight percent which was relatively high when compared to places like Phoenix and Tucson but not greatly above the national average for the same time period. The unemployment rate had been declining for a number of years and was considerably lower than that of many other rural Arizona counties.

THE COCHISE PIC. The Cochise Private Industry Council was formed in 1984 as a private non-profit corporation to act as the Job Training Partnership Act Service Delivery Area administrative entity for the county. The PIC is responsible for all programs operated under the various JTPA Titles and Set-asides, but does not administer any other types of programs.

Unlike many PICs around the country, the Cochise PIC directly operates its own employment and training programs. The program services are delivered either by the PIC's own staff or under contract with other local agencies, organizations, or employers.

For the 1985-86 program year, the PIC had a total funding level in excess of $1.5 million of which $76,000 was provided for the JTPA 3% program. All programs were operated through a single service delivery system which provided for coordination of the various activities and the integration of such functions as intake, job search assistance, and referral to training.

THE JTPA 3% PROGRAM. The Cochise PIC has been operating a JTPA Older Workers program since 1984 under contract with the Arizona Department of Economic Security, and the Administration on Aging which administers all JTPA 3% activities in the state. The Administration on Aging allocates the JTPA 3% funds through a competitive request for proposal process.

STAFF. The Older Workers program is integrated into the regular PIC operations and does not have a separate staff of its own. The design and development of the program are the responsibility of the central administrative staff and a field staff of eight individuals located throughout the county who are responsible for intake, counseling, referral to training, and job development activities.

This core staff is supplemented by several volunteers who assist participants in all programs through tutoring, counseling and such administrative activities as data entry and other clerical services.

PROGRAM DESIGN. In designing a program for older workers, the PIC staff was faced with the problem of relatively few job openings in the small and highly dispersed labor markets, while at the same time there seemed to be a potential demand for a number of goods and services that was not being met. The PIC decided to seek out training contractors who could prepare older workers to work for themselves rather than wait for scarce job openings.

PIC staff set out to identify occupations where there was believed to be a pent up demand, where there was someone who could train the participants, and which seemed to fit the needs and desires of older workers in the county. With these elements in mind, the PIC issued formal requests for proposals. For those areas where the training was for producing a product (e.g., jewelry and weaving), attention was also paid to the ability of the training contractor to provide marketing assistance as well.

Each potential contractor was required to document the market demand for the occupations or services for which training would be provided. Each contractor was also held responsible for placement at the end of training.

OUTREACH, ASSESSMENT, COUNSELING. Since there are no television stations and very little radio in the county, the program depended on newspaper display ads, word-of-mouth, and referrals from the Area Agency on Aging and other local agencies. Staff indicated that they had little trouble recruiting participants for the program.

Although the PIC has a fairly sophisticated participant assessment system, staff indicated that this was not often used for those enrolled in the Older Worker program since the participants often self selected into the specific occupational training available in the program. Those older workers who wanted or needed more in-depth assessment were usually enrolled in one of the PIC's other employment and training programs.

Counseling was provided primarily by the PIC's field staff on an as needed basis, often in conjunction with a regular review of participant progress in the program.

The PIC's computerized management information system lists all programs an individual may be eligible for based on information gathered on a pre-application form and allows the staff to direct the individual to the program that appears to be most appropriate for that individual.

Thus, an older worker applying for services is not automatically enrolled in the JTPA 3% program. In fact, according to staff, many older applicants are enrolled in JTPA Title IIA rather than the 3% program. Other older workers are referred to the local Title V Senior Community Service Employment Program without being enrolled in JTPA at all.

The MIS system tracks all services and eligibility throughout the participant's time on a program. The computer record also serves as the basis of a job matching system in that it shows all of the jobs participants have worked in during their life so that if a job for which they have experience turns up, the staff can readily contact the participant to let them know about it. The entire computerized MIS and job matching system is operated on personal computers using software designed by the state JTPA MIS committee and enhanced by Cochise PIC staff.

THE TRAINING. During the 1985-86 program year, the PIC contracted for training services in landscaping, cleaning services, copper jewelry making, weaving and flower arranging. Each of these projects had a slightly different objective in terms of employment:

- The landscaping training was designed to lead to self-employment in yardwork maintenance and desert landscaping for private homes.
- The cleaning services were organized as a cooperative to meet needs expressed by businesses in one area.
- The copper jewelry was to be placed on consignment with Bisbee jewelers, one of whom provided the training.
- The weaving was to be home-based work with marketing assistance from the trainer.
- The training in floral arrangements was designed to lead to employment at local florist shops.

Projects were designed to last six to eight weeks with the curriculum developed by the individual contractor. Each class was small (four to five participants) and carefully tailored to known market requirements in the given field.
Arrangements had been made for participants to take adult basic

education courses leading to a General Equivalency Diploma although this was not considered a formal part of the Older Workers program, according to staff. No other training was provided by the project although, as indicated above, older workers who desired or needed other types of training could be enrolled in the PIC's other training programs.

COORDINATION. PIC staff indicated that they work closely with a variety of agencies both for recruitment and for the enhancement of participant services. The Southeast Arizona Human Resource Agency, the Catholic Community Services, the Area Agency on Aging, Cochise Counseling Services, the regional economic planning district, the adult education programs at the local schools, the City of Sierra Vista aging program are all available to provide services or referrals for older workers, according to staff.

The program had no problem finding support services needed by the participants during their participation on the program with the exception of transportation. After the participants completed training, this limitation greatly restricted the areas in which those participants without private transportation could look for work and was one of the reasons for using the self-employment and home-based employment approach of the project.

RELATIONS WITH PRIVATE SECTOR. Since a majority of the PIC members are representatives of private firms and the PIC, as a body, is a member of all the major business organizations in the county, relations with private employers are quite good, according to staff. They cite the fact that a number of their trainers are actually private-for-profit firms and that the commercial establishments identified the need for commercial cleaning services as evidence of the close working relations with the private sector.

PARTICIPANT CHARACTERISTICS. The following page provides information on the participants served and placed by Cochise County PIC. Not all information requested was provided by the program.

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JTPA 3% Program
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CASE STUDY #19

JTPA 3% PROGRAM PROFILE

Participant Characteristics — Bisbee, AZ

Total Served: 27

Age	Number	Percent
55-59	Information Not Provided By Program	
60-64		
65-69		
70-79		
80+		

Average Age: 58
Age Range: 55 to 68

Sex	Number	Percent
Male	8	30%
Female	19	70%
Total	27	100%

Ethnic Group	Number	Percent
White (not Hispanic)	17	63%
Black (not Hispanic)	2	7%
Hispanic	8	30%
American Indian/ Alaskan Native	0	0%
Asian/Pacific Islander	0	0%
Total	27	100%

Education	Number	Percent
8th grade or less	Information Not Provided by Program	
9th to 11th grade		
High School Graduate		
1-3 yrs. of College		
College Graduate		

CASE STUDY #19

JTPA 3% PROGRAM PROFILES

Placement Outcomes — Bisbee, AZ

Total Placed: 23

Total Terminations: 27

Placement Rate: 85%

Age	Number	Percent
55-59	Information Not Provided By Program	
60-64		
65-69		
70-79		
80+		

Average Age of Participants Placed: 58
Age Range of Participants Entering Employment: 55 to 68

Sex of Participants Placed	Number	Percent
Male	Information Not Provided By Program	
Female		

Ethnic Group	Number	Percent
White (not Hispanic)	Information Not Provided By Program	
Black (not Hispanic)		
Hispanic		
American Indian/Alaskan Native		
Asian/Pacific Islander		
Total		

Average Wage at Placement:	$4.50
Average Range:	$3.35 to $7.50
Average Hours at Placement:	Not Available
Range of Hours:	20 to 30
Average Annualized Income After Placement:	Not Available
Cost Per Placement:	$1,647

B. PRIVATELY-FUNDED PROGRAMS

Section B describes two different types of programs that have two goals in common -- to increase employment for older workers, and to be self-supporting after an initial start-up phase funded by private resources. Both of these two programs also serve their community, one organization in Memphis, Tennessee provides much needed day care services for young children, and the other program in Brattleboro, Vermont provides temporary employees for local firms and businesses.

The following narrative describes these two programs.

GRAMMAS: MEMPHIS' SELF-SUPPORTING CHILD CARE CENTER
MEMPHIS, TENNESSEE

It sounds like a simple and appealing idea: Let grammas be grammas. Have older women use their lifetime of experience with taking care of children to meet the community's need for child care services. The older workers have jobs and the children receive good, safe care while their mothers go to work. It may be appealing, but it isn't so simple, says Carolyn Stearnes who directed the development of the highly successful "Gramma's" day care center by Senior Citizens Services, an agency in Memphis, Tennessee.

"It took sixteen months from the day we started until we were able to hire staff and two and a half years before we could make the operation self-sufficient which was the goal from the beginning," she says.

She believes the program is well worth the effort. "Community studies showed we really needed quality infant day care in Memphis. Gramma's provides that. It has also given a number of older workers satisfying, unsubsidized work. And the day care center now pays for itself."

Gramma's cares for 150 children aged 6 weeks to five years for up to 11 hours a day. There's a special unit to monitor babies susceptible to Sudden Infant Death Syndrome (SIDS, more commonly known as crib death). On top of that, virtually all of the employees (51 of 52) are 55 years of age and over. Most of these were hired through a special Title V SCSEP training component set up in conjunction with the Day Care Center. The center's $380,000 budget is now fully covered by fees paid by parents. The program has gained national and even international attention through press reports and studies.

ORIGINS. In 1981, the Memphis United Way conducted a study of social needs in the city and found that infant day care was the biggest unmet need in the community. Senior Citizens Services, a United Way funded agency, had been running successful older worker employment programs for 12 years at that time. The agency proposed to United Way that it develop an infant day care center using Title V Senior Community Service Employment Program participants and donated space to help reduce the initial costs.

The agency asked for, and was awarded, the amount of $30,000 for startup and renovation costs with the clear understanding that the program would become self-supporting without further United Way funding. This made close attention to costs imperative, especially at the beginning. Yet the agency was determined to provide day care of the highest possible quality, says Stearnes.

SITE SELECTION AND RENOVATIONS. The site chosen was the unused portion of an elementary school which the local school district agreed to donate and allowed to be renovated in compliance with child care facility building codes. Only the costs of utilities would be charged to the center.

Because the center was to provide care for small infants, considerable building renovations were required -- separate exits to the outside for each room, ramps, special fire retardant paint, the closing off of certain areas -- despite the fact that the building itself was in essentially good shape, according to Stearnes. "If the building had been in poor repair and required any major structural repairs, we wouldn't have been able to afford the cost," she remarked.

SUPPLIES AND EQUIPMENT. Equipment -- playground equipment, shelving, toys, and teaching materials -- was the next major item to be considered. Some of this was provided for under the grant and a considerable amount was donated by local companies and private individuals. The latter again kept costs relatively low.

STAFFING AND TRAINING. Using Title V participants reduced employee costs considerably. Aside from Ms. Stearnes, who continued to act as the senior employment programs director for the agency, and a full-time assistant director who brought experience in early childhood education to the program, all employees were initially subsidized Title V participants.

Although the cost of using Title V participants was low and care giving was typical of Title V participants - many had children and grandchildren of their own - few had any experience in a formal day care setting. In addition, not all older people are interested in working in day care. Thus, screening and training of Title V SCSEP participants required considerable attention.

A three-week curriculum was designed by the assistant director with help from the local health department, a community college, and the city schools. Staff from these institutions assisted in the actual training as well.

This training was, and continues to be supplemented by a full day of training one Saturday each month and weekly training sessions in the classroom. Once the program was underway, the center established a "buddy system" where each new employee works closely with a more experienced staff person to learn proper child care procedures in the actual setting.

Title V applicants were screened for interest and aptitude in working with small children. "The program won't work if the care givers don't really like caring for small children," Stearnes says. "For this reason, we considered the program primarily a day care center with employment benefits for older workers rather than the other way around."

RECRUITMENT. Publicity for the program has never been a problem, Stearnes says. "At the beginning of the program one four paragraph story appeared in the daily paper and we have had more applicants than we can serve ever since." There are currently 150 families on the waiting list, some of whose children have not been born yet.

FEES. The center established a sliding scale of fees sufficient to cover the costs of continuing operations.

Only eight of the 52 current employees are Title V trainees. "Therefore, we have to charge the full rate for most of our families in order to pay our costs," she says. Still, it wasn't until 1984 that the program became fully self-supporting.

OPENING DAY AND BEYOND. In August 1982, the program opened with 21 children and a staff of nine, eight of whom were Title V participants. The program has since expanded to a staff of 52 caring for 150 children.

Originally, the center was set up to care only for infants and children under three years of age. Later the program was expanded to include a pre-school for children aged 3 to 5 at the request of parents. A pre-school curriculum has been developed for the older children and special child development activities are provided for the toddlers.

The center is open 11 hours a day five days a week. The staff work five and a half hour shifts. This shortened work day is appealing to the older workers and allows them to work at a high level of performance in what, at times, can be a trying situation. Stearnes remarked, "As any mother--or grandmother--can tell you, small children can be a handful."

THE SIDS MONITORING UNIT. One feature of the Center's program that has received considerable attention, although it is a small part of the actual operations, is a monitoring program for children with a high risk of Sudden Infant Death Syndrome (SIDS). Infants with SIDS stop breathing and suffocate with no visible signs of distress.

Recent medical advances have been able to determine which infants are at risk of SIDS and special monitoring equipment has been developed so that relatively simple intervention can be taken to save the child's life. However, the child requires more or less constant monitoring which can be very expensive if done in a hospital or very draining of parents at home.

To address this problem the center developed a SIDS monitoring program in cooperation with a local hospital. Two monitoring stations were established in the portion of the center set aside for the youngest infants and staff was provided with special training in use of the equipment and in emergency intervention techniques. The program has operated successfully and without incident since it's establishment, according to Stearnes.

SOME CAUTIONS ON ESTABLISHING OLDER WORKER STAFFED CHILD CARE. Ms. Stearnes listed a number of elements that she believes are needed to make a program like Gramma's successful as well as some warnings about pitfalls to avoid. Most important is the strong and continued support and patience of the agency director, and the decision to start small and build attendance later, she says. "There are no real shortcuts and there will always be unexpected crises and without support from above, these can't be weathered." In addition, the following cautions are provided:

1. Carefully develop a budget starting from day one and constantly review the status of expenditures. It is especially important to keep control of overhead and administrative costs which can be a severe drain on the ability to provide direct services.

2. Develop access to subsidized employees such as Title V participants. It's too expensive to start with a staff of fully trained professionals.

3. Find a source of low cost, usable space that requires a minimum of modifications. Commercial space costs can put a real hole in your budget. On the other hand, free space in a building that requires major renovations can be a case of false economy.

4. Learn state and local day care and other licensing procedures thoroughly so that some seemingly small regulation (e.g., direct access to outdoors) does not hold up the whole operation when the inspectors come through.

5. Employ someone on the core staff who has training and experience in early childhood education even if you use other agencies to provide advice and assistance.

6. Stick with the "warm and loving" approach in caring for the children but supplement this with a well-developed curricula for training employees.

7. Select a director and staff that really like children and are committed to providing quality service.

8. Be sure that you believe in the capabilities of older workers to do the job in an unsubsidized setting.

9. Select a motivated and creative project director who can see and use opportunities to improve the program and who will commit the time required for a successful program.

OTHER SENIOR CITIZENS SERVICES ACTIVITIES. Senior Citizens services has been in operation since 1961 and currently has a budget of $3.5 million. The largest activity is the agency's Senior Employment Programs.

The agency is a Title V sponsor for both the National Council of Senior Citizens (NCSC) and the Tennessee Commission on Aging (TCOA), a state agency. It has 99 permanent and 4 temporary NCSC slots and

76 permanent and 4 temporary TCOA Title V positions. Its total Title V budget is around $800,000. Only eight of its current Title V participants are stationed with the Gramma's Day Care Center, although some former 38 or 39 Title V participants have been trained and hired by Gramma's over the years.

Senior Employment Program's overall unsubsidized placement rate ranges from 30 to 45 percent annually.

In addition to the Title V programs, Senior Employment Programs have two JTPA 3% contracts totalling $260,000 for program year 1986-87. The larger contract provides primarily structured job search training and had a 55% placement rate last year.

The smaller and newer contract is a pilot program to train older workers in the use of computer and word processing equipment and at the time of the interview training was still underway. The Senior Employment Programs unit also maintains a free Job Bank that is available to all older workers in the community.

Senior Citizens Services operates Home Health Aides and Homemaker programs for senior citizens, maintains senior centers, and provides transportation services for the elderly. It is not an Area Agency on Aging, but it coordinates with the AAA, according to staff.

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CASE STUDY #21

RURAL OLDER WORKER EMPLOYMENT SERVICES (ROWES)
BRATTLEBORO, VERMONT

Another privately-funded program visited during this study was the Rural Older Workers Employment Service (ROWES) located in Brattleboro, Vermont. ROWES is a temporary hire service for persons aged 55 and over and was initially funded by three foundations: the Florence Burden Foundation, the Charles Mott Foundation, and the Needsmore Foundation. The objective of this program is to become a self-supporting employment service for older workers by July of 1987. The program was begun in May, 1984 by a local community action agency.

Basically, ROWES operate like other temporary employment services such as Kelly Girls, and Manpower, Inc. Employers in need of temporary workers, employ older workers for a certain period of time. According to ROWES staff, many of their temporary workers have obtained permanent employment through this service.

Employers pay a fee to ROWES depending on the type of job the older worker fills. The majority of the jobs were in two occupational fields: clerical and blue-collar skill labor (i.e., painters, carpenters). Employers used ROWES employees for part-time and full-time positions. Employer fees for service average $6.27 per hour.

The program director for ROWES described the following benefits of the program to older workers.

- o They can work the hours and days they desire.
- o They do not have to make a permanent commitment to ROWES or any employer. Many worked only during the summer months.
- o When appropriate, ROWES would refer an older worker to publicly-funded employment and training programs for occupational skills training and/or assistance in finding permanent employment.

COORDINATION. ROWES is a member of the coalition of employment and training programs in the area which includes the JTPA 3% program operator, Title V SCSEP programs, Job Service, and some employment programs for youth. The job developers from these programs meet monthly. They collaborated on a brochure for employers describing the employment and training programs in the area.

ROWES had two projects they were coordinating with the local vocational educational technical institute. One project was a class in word processing for ten older workers. The technical institute provided the teacher, the equipment, and the classroom setting. ROWES recruited and referred older workers who were interested in learning word processing and had the ability to do so to the institute.

CASE STUDY #21

The other special project with this vocational education institute was one in which an older man recruited and paid by ROWES taught young mothers on welfare carpentry and construction skills. Classes were held at the institute, and the older man supervised the women daily on a construction site where they were building a two-story, three bedroom home. This older worker had a life time of construction supervision experience.

ROWES had about 80 older people on their payroll who were working continually and about 150 other persons who worked occasionally. They had a job bank with approximately 180 employers (mostly small businesses).

This type of temporary hire service is one that could be replicated in an area where there are enough businesses with a need for temporary employees. The problem may be in obtaining the necessary start-up funds to establish an office, hire staff, and recruit employers and older people interested in working. ROWES obtained foundation funding to cover these initial costs. This money also covered some limited advertising of older workers to the employer community.

For more information on ROWES, please contact:

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C. Programs Serving Minorities:

While this study of job placement systems for older workers did not focus specifically on programs serving minorities, several of the programs in the survey did serve a large percentage of minority participants. NCBA researchers observed several common problems faced by these programs and some common placement strategies used by these successful programs to assist older minorities in finding private-sector employment.

Employment Barriers For Minorities. Over and over project staff of programs serving older minorities reported barriers to employment that needed to be addressed before many participants could find employment. These employment barriers include:

- Health problems;
- Language limitations;
- Lack of basic skills such as reading and writing;
- Need for occupational skills training;
- Need for immediate financial assistance;
- Age, sex, and race discrimination found in the job market;
- Lack of self-confidence and belief in themselves.

Most of these barriers were reported for various groups of older minorities--Blacks, Hispanics, American Indians, and Asian Americans.

Strategies for Overcoming Barriers. The strategies used by these programs to address the above barriers varied sometimes due to the resources available in the community the program was serving, and due to the assessment of which barrier was most limiting the individual's potential for employment. In other words, priorities were established in deciding what steps would be taken first, based on the individual's needs.

Health Problems. Due to a lifetime of poverty, older minorities are often faced with chronic health problems. Some of the most frequent health problems mentioned by project staff were diabetes, hypertension, heart disease, arthritis, back problems, sight and hearing problems. Some problems can be helped by obtaining medical devices--hearing aides, eye glasses, dentures, special shoes, back braces, etc. Other health concerns require more medical attention and frequent check-ups.

Successful programs did the following things to address health problems:

- Placed health of the participant high on the list of priorities reviewed during the assessment process;
- Established specific action to be taken on health concerns and reviewed periodically with participant;
- Provided a medical examination paid for by the program or sought other resources for the examination (health clinics, physicians);
- Built a network with community agencies and organizations that could provide much needed medical services; and
- Sought community resources for eyeglasses, hearing aides, etc (Lion's Club, Women's organizations and Church groups).

Language Limitations. Programs serving Hispanics and Asian Americans often find language barriers as a major block to employment. If a large number of the participants needed English as a second language, classes in English were often arranged in-house; otherwise, program staff sought language classes for participants in adult education programs, vocational education classes, community colleges or other local educational institutions.

Lack of Basic Skills. Addressing the lack of reading and writing skills of minority participants is another high priority of programs successful in placing minorities. Several of the programs used the ABLE test to determine the level of the individual's skills. Program staff stressed that participants must be prepared to take this test and reassured that it is not a test they can fail, nor will they be terminated from the program based on the test's results.

A few of the programs had classes in-house to improve the participants' ability to read and write, but most programs sought these classes for participants through the education network in the community--literacy classes, Adult Basic Education (ABE) classes, and others.

Almost all of these programs encouraged the participants who had not graduated from high school to prepare for the General Equivalency Degree (GED) and located classes for them to attend before taking the test.

Of course, before program operators could provide occupational skills training, they had to address any deficiencies in basic reading and writing skills the participant might have.

Occupational skills training was found by this study to be quite successful in improving the placement rate for minorities and increasing their wage at placement. (See Chapter Two for research findings on the effectiveness of occupational skills training for minorities being served by JTPA 3% programs.)

Financial Assistance. The economic need of older minorities is most often the driving force for them to seek employment. Poverty and unemployment rates are considerably higher for older minorities than for older whites.

For instance, in 1985, 31.5 percent of all blacks aged 65 or older lived in poverty, compared to 11.0 percent of all older whites. The percentage of older Hispanics living in poverty is twice as high (23 percent) as older whites (11 percent). The unemployment rate in 1985 was nearly twice as great for black males 55 to 64 years old compared to white males in the same age group (7.9 percent vs. 4.0 percent).

Some of the ways successful programs helped minority participants with financial problems included:

- Enrolled eligible persons on a Title V SCSEP program for subsidized employment while they were in training;
- Provided eligible JTPA participants with needs-based payments while participants were in training;
- Helped the participants find temporary, part-time employment while in training;
- Maintained a temporary employment service for participants needing income immediately;
- Developed a close working relationship with social service agencies that could provide food stamps, medical assistance, and emergency financial assistance; and
- Sought community groups that could help with financial emergencies, like paying rent, utilities, and for food.

Lack of Self-Confidence. Most older worker program staff interviewed stated that the older workers' lack of self-confidence decreased considerably their chances for employment. This was found to be particularly true for older minorities.

Program staff stressed the improved self-image they observed in minority participants after training is completed and they have acquired new skills. Also, the assessment procedure in which the participant can identify their strengths, skills, and abilities is useful in increasing the self-confidence of participants.

Age, Sex, and Race Discrimination. Successful programs help participants deal with the possibility of discrimination in their job search, by helping them to focus on their skills and abilities and to emphasize these in job interviews, and on how to answer inappropriate questions during the interview dealing with their age, sex, or race.

These programs also provide the support and encouragement needed by participants to persist in their job search inspite of rejections.

The following pages describe two programs serving a large percentage of older minorities. One of the programs is funded under Title V of the Older Americans Act and operated by the National Urban League, one of the National SCSEP sponsors. This program is located in Richmond, Virginia and serves about 70 participants, 80 percent of whom are blacks. The other is a JTPA 3% program located in San Antonio, Texas and operated by Goodwill Industries and the Senior Community Services. It serves about 400 participants, about 70 percent of whom are Hispanics.

CASE STUDY #22

TRAINING SCSEP PARTICIPANTS
NATIONAL URBAN LEAGUE
RICHMOND, VIRGINIA

The National Urban League's SCSEP program in Richmond, Virginia focuses on meeting the training and support service needs of its SCSEP Title V participants through joint efforts with other SCSEP sponsors, JTPA 3% program operators, and local educational institutions.

The placement goal for the Richmond Urban League program is 30 percent which is based on an authorized slot level of 70, thus the project must place at least 21 participants during a program year. By the completion of the first quarter of the 1986-87 program year, the project had already placed 13 older workers in jobs averaging a wage of $4.04 per hour, about 20 percent higher than the participants earned while working on SCSEP. These participants were working in jobs in the private sector on average of 29 hours per week.

TRAINING. Through various programs, the Richmond Urban League project has secured training for its participants in word processing, basic computer data entry, general clerical/office procedures, and geriatric aide.

Some participants were placed in data entry classes at J. Sargeant Reynolds Community College. The training included basic computer theory, typewriting, and data entry skills. This training was provided with JTPA 3% program funds from the Capital Area Agency on Aging. While in training, the participants were working in part-time subsidized jobs through the Urban League's SCSEP.

The Geriatric Aide training is provided through the Richmond Training Academy. This is a 15-week certificate program with special emphasis in home health care. Again, this is a joint effort between SCSEP and the JTPA 3% program.

Margo Turnage, the NUL Project Director, remarked, "The advantages of this arrangement for participants are that they can earn money while learning new skills which improves their chances of getting a higher paying job. Being able to earn money reduces their anxiety about meeting financial obligations and enables them to concentrate more on their training."

THE SETTING. Richmond, the capitol of the State of Virginia, has a population of over 250,000. With the surrounding counties, the area's population exceeds 500,000.

Richmond has few heavy industries, but many headquarters of large corporations. There has been strong growth in high technology industries and demand for service jobs continue to grow. The unemployment rate for Richmond during 1985-86 was six percent, one percent lower than the national average of seven percent.

CASE STUDY #22

A study done by the local Private Industry Council showed that growth industries in the area were high-tech and health fields. Jobs in the health field included dental laboratory technicians, dental assistants, and medical assistants.

THE ORGANIZATION. The Urban League of Richmond, Virginia was established in 1913. It operates a SCSEP program with funding of approximately $360,000 for 70 enrollee positions. The program serves Henrico County (14 enrollee slots) and the City of Richmond (56 enrollee slots).

The staff for the SCSEP projects consists of a full-time project director, and a part-time job counselor, and assistance of three SCSEP participants. These participants work in the positions of job developer assistant, clerical assistant, and counselor assistant.

NETWORK. Ms. Turnage stated that she and her staff spend time seeking ways of breaking down the stereotyping of older workers. This usually leads to a new type of training program that involves various aspects of the Richmond business community. According to Ms. Turnage, "networking" and using all available community resources is the key to a successful training and placement program.

Ms. Turnage has successfully used the following steps to develop new training opportunities:

(1) Develop a new idea;

(2) Research the possibilities;

(3) Find a resource person;

(4) Make presentations to employer community;

(5) Develop training;

(6) Contact the media; and

(7) Link training to other employment programs.

Ms. Turnage provided the following example of how this process works.

She remarked; "While visiting my bank, I noticed there was a change in tellers; this was a frequent occurrence. I also realized there were no older persons as tellers. The idea then struck me; why not train older workers as bank tellers?"

She then did some research on the idea, because she was not sure that this was a problem with other banks in the area. After checking at other banks, she found the same situation -- no older workers as tellers. She spoke with the bank representative on the advisory board for the Richmond Urban League's SCSEP program. This advisory council member provided the names of various contact persons in local banks and in the banking association.

From these contacts, Ms. Turnage obtained an appointment with a Vice President at a local bank to make a presentation on using older workers in the banking industry. This and other contacts with the banking association resulted in a ten-week training program for ten participants.

A bank officer conducted a ten-week training module entitled, "Principles of Banking". The training was held at the offices of the Richmond Urban League; with the bank supplying the trainer, the course textbook, and other materials.

Program staff notified various news media concerning the banks' involvement in the training of older workers. Newspaper coverage was given on the unique partnership between the bank and the Urban League, the training of older workers, and to the involvement of the employer community.

Ten SCSEP participants started and completed the training. The training was followed by on-the-job training (OJT) arrangements through the local JTPA 3% program operated by the Capital Area Agency on Aging. Thus, the participants gained training and job experience, while the banks gained mature, dependable workers and publicity about their role in the training of older workers.

It is the practice of the Richmond Urban League SCSEP project to keep the focus on training and hiring older workers before the Richmond business community.

CHARACTERISTICS OF THE TITLE V PROGRAM. According to the project director, each participant goes through the following steps during participation on the SCSEP program:

Intake - Eligibility Review
Enrollment
Orientation to SCSEP and to the Richmond Urban League
Physical Examination
Assessment of Skills, Abilities, and Interests of Participants and Identification of Employment Barriers
Development of Employability Plan (Goal Setting)
Assignment to Host Agency
Training (On-the-job or classroom)
Job Development
Placement in an Unsubsidized Job

SUBSIDIZED EMPLOYMENT. SCSEP participants are placed in part-time jobs in agencies serving the general community and providing services to the elderly. Host agencies in the general community include local schools, social service organizations and agencies, and housing agencies.

Participants providing services to the elderly community work in Senior Centers, health and home care services, outreach and referral.

RE-ASSESSMENT PROFILE. Re-assessments of SCSEP participants on the program are completed periodically. The re-assessment is done for the purpose of re-evaluating the participant's skills and abilities and physical capabilities. New skills that have been acquired since the last assessment are noted; any changes in personal circumstances, and any health problem that has occurred is reviewed for any necessary action. The interest and goals of the individual are pursued with recommendations on an unsubsidized goal with a projected transition date.

Support service needs are reviewed with each participant and recorded for further action. These needs may include training, education, counseling, and employability workshops.

The Re-assessment Profile used by the National Urban League programs is presented in Chapter Eight on placement tools and techniques of Volume Two of this guide.

BASIC EDUCATION. The Urban League also actively encourages SCSEP participants in learning to read and write. They enroll participants in the local Adult Basic Education (ABE) program for work towards a certificate or GED.

JOB FAIR. The Urban League in conjunction with the Capitol Area Agency on Aging, and the American Association of Retired Persons (AARP) sponsored a job fair held at the Marriott Hotel. This job fair was held during National Employ the Older Worker Week. Some of the employers participating in the job fair were the United Virginia Bank, Best Company, and McDonalds. About 75 older persons took advantage of the 6-hour job fair.

JOB DEVELOPMENT. Job development is seen as an important avenue to increase placements for SCSEP participants. The project has developed working relationships with many employers in the area, large ones like BEST Company, Mid-Atlantic Coca-Cola Bottling Company, Pantry Pride; mid-sized and small businesses. The project directly contacts about 50 employers per month.

Contacts with employers are made with individual participants in mind. Each SCSEP participant has an Employability Plan developed during the first few months of program participation.

COMPREHENSIVE FOLLOW-UP SYSTEM. The Richmond project uses a comprehensive follow-up system with contact at 30 days following placement, three and six months after placement. The follow-up includes the former participant's comments on their attendance, job performance, relationship with their supervisor, satisfaction with the job and their satisfaction with SCSEP services. The project requests that the employer provide comments on the new employee's attendance record, job performance, cooperativeness, and general satisfaction with the new employee.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. Three out of every four participants in the Richmond SCSEP are female. Over eighty percent of the participants are blacks and the majority (77 percent) are 60 years of age and older. About 70 percent of the participants have less than a high school education.

For the 1985-86 program year, the Richmond Urban League achieved a 35 percent placement rate. They placed 24 persons in jobs averaging $4.00 per hour. The type of jobs include geriatric aides, clerical, and administrative assistants.

For further information about the program's training, networking, and job development, the project director's name and address is listed below.

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CASE STUDY #23

PARTNERS ACROSS TOWN: SAN ANTONIO'S GOODWILL INDUSTRIES AND SENIOR COMMUNITY SERVICE OLDER WORKERS PROGRAM

"Our typical participant is a 60-year-old, Mexican-American woman with a fifth grade education and a poor command of English," says Bill Roy of San Antonio's Goodwill Industries. "Such clients require a special set of services. Between our organization and Senior Community Services across town we are able to provide those services."

"Our combined program is able to play on the strengths of each organization," says Barb Dampman of Senior Community Services. "Goodwill has an excellent participant assessment system, an extensive network for getting needed support services, and a well established job search training program. Our organization specializes in recruitment, intake, counseling, referral to skills training, a specialized 'Survival English' course, and a team approach to job development and On-the-Job training placements."

Operating as a single program the two organizations served 398 participants between October 1, 1985, and September 30, 1986; 229 of those entered unsubsidized jobs, all in the private sector, for a placement rate of nearly 58 percent. Over 60 percent of the participants had less than a high school education. Reflecting the local population, about 70 percent of the participants were of Hispanic origin. Most of the participants (84 percent) were from among the ranks of the long-term unemployed.

THE SETTING. San Antonio lies along the meandering San Antonio River on the plains of south central Texas a hundred miles north of the Mexican border. As it passes through the city, the river forms a series of looping canal-like channels along which has been developed the city's noted Riverwalk lined with outdoor cafes and tropical plantings. The channels are traversed by tourist bearing 'water taxis' drawing San Antonians to make comparisons with Venice. This setting, plus the fact that the city is the site of the Alamo, makes the city a major tourist center.

Long the major marketing center for the farming and ranching areas of south Texas, the city has seen rapid population growth beginning with the Second World War when major air bases and other defense facilities were established in and around the city. Five major military bases still provide the stable economic base for the city although in recent years tourism, services, and high technology manufacturing have expanded considerably.

Although the city is not highly dependent upon the oil industry, the sharp decline in Texas oil employment in recent years has had a ripple effect on the San Antonio economy, according to local analysts. While national unemployment was declining to less than seven percent in the last two years, San Antonio's unemployment rate rose from around seven percent to over nine percent although by the spring of 1987 the situation has begun to stabilize and even improve.

San Antonio, with a current population of about 850,000, is the center of metropolitan Bexar (pronounced 'bear') county which has a total population of a little over a million people. The city's proximity to Mexico has drawn many immigrants from that country. Over half of the total population is of Hispanic origin. Whites, make up about 40 percent of the populace and the city's small black population accounts for an additional six percent.

The city is a major retirement center with some 80,000 retired military persons. Not quite 20 percent of the population is 55 years old or older. Hispanics make up by far the largest segment of the low income older worker population.

FUNDING. The Goodwill Industries/Senior Community Services program is one of two major JTPA older worker projects sponsored by the State of Texas in San Antonio. (The other project is administered by the City of San Antonio.) The program was funded as part of a systematic effort on the part of the state to demonstrate the relative effectiveness of various approaches to serving older workers.

The Goodwill Industries project, along with seven other large state-sponsored older worker projects, has been closely monitored and evaluated since it was first funded in 1984. During the 1985-86 program year, the state increased the number of projects to thirteen. In early 1987, the state issued a new Request for Proposals for the operation of two-year programs incorporating the findings of the demonstration project evaluations. These programs will commence July 1, 1987.

During contract year 1985-86 (October 1985 through September 1986), the San Antonio Goodwill Industries/Senior Community Services project received more than $543,000 to provide services to 400 participants. This is the largest project studied in the NCBA research and its very size presented a different set of challenges to successful placement activities than are faced by smaller programs. The project receives no funding other than the JTPA 3% contract.

PROJECT ORGANIZATION. The program is jointly operated by Goodwill Industries of San Antonio, Inc. and Senior Community Services, Inc. However, the staff emphasizes that even though the program is operated under the auspices of two organizations, it functions as a unified program with all staff reporting to a single program director.

A part of the national network of Goodwill Industries, Goodwill Industries of San Antonio has been providing assessment, job training, and sheltered workshop services for the handicapped for several decades. For the past several years, the agency has also been under contract with the local JTPA Service Delivery Area to provide assessment, training, and job placement services for youth.

The Older Workers Project is organized separately within the agency but draws upon the extensive job skills assessment facilities available at the Goodwill South Facility. In addition to general administration and vocational assessment, Goodwill staff conducts health screening on all participants, arranges for needed support services, and conducts job search training.

On the north side of town, the Senior Employment Program of Senior Community Services, Inc. picks up where Goodwill leaves off. The agency provides intake, certification of eligibility, referral to training, job development, and continued job search assistance through weekly Job Club meetings and extensive job counseling. Senior Community Services was organized in 1962 and operates three other senior service programs in addition to the Senior Employment Program.

STAFF AND MANAGEMENT. The large size of the project and the diversity of services requires a relatively large staff, according to the director. The staff includes a part time recruitment specialist, four full-time and two part-time intake and certification workers, five persons on the assessment staff, one part-time health screener, a peer counselor, two job search instructors, four job development and training referral specialists, three management staff and an administrative assistant. Overall, the staff is a unique combination of retired military officers, social workers, and former participants. Seventy percent of the staff is bi-lingual.

The large staff and the two locations in turn requires careful coordination and teamwork. The director spends time at each location every day, prepares a weekly cumulative report of all participant activities and outcomes, and has developed carefully designed participant flow system to insure that none of the participants are left without services at any time. Regular staff meetings are held to facilitate information sharing. In addition, the job development/training referral staff meets each morning to review the status of all participants under their purview.

THE SYSTEM OF SERVICES. The project provides a comprehensive set of services based on an extensive assessment of wide range of participant needs.

OUTREACH AND ENROLLMENT. The project employs a half-time outreach worker who visits the neighborhoods, churches, senior centers, social service agencies, and other places where potential applicants may be recruited. Most participants hear about the program either through the work of the outreach specialist or by word-of-mouth, according to staff. Distribution of flyers and pamphlets as well as favorable news stories in the local media have also assisted in recruitment. The project has not had any problem recruiting since its first year despite the fact that there is another major older worker program operating in the same service area.

The recruits are directed to the Senior Community Services offices where they make application for the program and their eligibility is certified. Once enrolled, the participants are taken the fifteen miles to the Goodwill facility where they are processed through a two to three day comprehensive assessment.

ASSESSMENT. When the older workers program was established, Goodwill Industries already had in place an extensive educational, vocational, and psychological assessment system which it uses for assessment of disabled clients. The assessment includes hands-on evaluations of aptitudes for various kinds of tasks, formal tests of educational attainment, and interviews with the agency's psychologist.

After initially using this system unchanged, the director approached the agency's assessment staff and was able to have them design an assessment system specially geared to the needs of older workers. Assessment staff were retrained and assigned to working with project participants and a new health screening was established to identify not only the work limitations of older workers but general health needs as well.

Following formal assessment, the participants are referred to Joe Navarro, the program's 'Peer Counselor', who works with them to identify any support services they may need to continue in the program. The Peer Counselor has developed an extensive network of over 40 agencies which can provide a wide array of services including health, legal, utilities, food, clothing, housing, dental and other services needed for the participant.

Other staff repeatedly praised the ability of Mr. Navarro to find services for the clients. "The guy is phenomenal," says Barb Dampman, the SEP director. They like to cite the case of Mr. Alvarez (the name is changed). Mr. Alvarez had been living under a bridge, he had ragged clothes, he hadn't showered in a while, he was missing one eye and had a bad infection in the socket, he had a cataract in the other eye, his hearing was bad, and his English was not very good. "

"Well, Joe Navarro takes one look, rubs his chin, and starts to work. First, he took Mr. Alvarez over to the Goodwill store and found him some clothes, and got him a shower. Then he found an agency that could provide temporary shelter while Mr. Alvarez was in the program. He found a doctor to take care of the infection in the one eye and arranged for a cataract operation for the other."

"When the infection was healed, Joe arranged to have Mr. Alvarez fitted with a glass eye. Another agency provided a hearing aid. We placed Mr. Alvarez in the job search training and into the Job Club while we provided him with our short course in survival English. Within a couple of months from when he first entered the program, Mr. Alvarez landed a job as a porter at a hotel downtown. That was two years ago and he's still working. He says he's happy with the way things turned out."

While few participants have the range of needs that this particular individual had, these are the kinds of support services that are provided on a regular basis, according to the staff. While these services are being arranged where necessary, the participants are entered in the job search class where extensive interest assessment, values clarification, and job search-related activities are conducted.

JOB SEARCH TRAINING AND JOB CLUB. Unlike many other programs, the San Antonio program divides job search activities into two distinct elements. The first, Job Search Training, combines self-assessment and training in specific job search techniques. This is a week long class conducted at Goodwill by two instructors and involves such standard components as motivational training, resume preparation, interview techniques, and group discussions.

The job search training normally ends on Friday and the participants are asked to come to Senior Community Services the following Monday morning for the first session of the Job Club. "We find that Monday morning is the best time for Job Club," says Ray Costillo, leader of the job development team. "The participants have the whole week ahead of them to do job search and can really get started," he says. The facilities are open all week and newspapers and phones are available for the enrollees to use in job search activities. The counselors are also available to the enrollees during the week.

The Job Club provides continued group support and gives the job developers time to get to know the needs and interests of the individual participants better. The four job developers work as a team and each is available to all participants; the job development teams provides a high level of support in terms of both individual counseling and the development of job leads. Particular care is taken to match the needs and interests of both the employer and the participant, says Ms. Dampman. The job developers try to get to know employers' special needs and to keep track of the type of participants who have worked out well with a particular employer in the past.

SKILL TRAINING AND EDUCATION SERVICES. According to the staff, most participants aren't interested in occupational skills training, but it is available for those who can and want to use it. The Senior Community Services staff arranges for basic education, a special Survival English course, occupational skills training, and On-the-Job Training. All of these services are arranged by the job development team which continues to work with each client while they are in training.

With its large Hispanic clientele, the program encounters a number of participants who have little or no command of English. "This is particularly prevalent among older Hispanic women who have often never worked outside the home. You can live your whole life in San

Antonio and not have to use English," says one staff member. To address this situation, the program has worked with a local training agency to develop a **Survival English** course.

The course is specifically geared to providing the English needed to get and hold a job. Because the staff has found that most clients need to get a job quickly, the training is intensive lasting 100 hours over a ten week period. Each successful graduate is given a formal certificate of completion at a graduation ceremony.

Though only about 10 of the 400 participants actually enrolled in basic education courses leading to a General Equivalency Degree, a larger number were assisted in getting a GED through a special testing program which determines whether the participants could pass the test and, if not, where their educational deficiencies are.

"It is interesting that a lot of the participants who never finished grade school actually have picked up enough information on their own over the years to pass the GED," says one of the Senior Community Services staff. Those who test well on the pre-GED test are sent to take the regular test. Those who need further help and want to go on are enrolled in a basic education course provided by the local school district.

OCCUPATIONAL SKILLS TRAINING. Occupational skills training is available from a proprietary school with a strong placement record which is located in the same building as the Senior Employment program. "We have developed a good working relationship with the school," says Ms. Dampman, "and they have made adjustments for our participants. They also locate jobs in the fields for which they provide training. Having them right here means that we can continue to keep in close contact with the participants and provide them encouragement while they are in training."

About 40 clients a year opt for the classroom skills training, according to program records. The staff says these participants are carefully selected and only provided training where they really have skill deficiencies and there are jobs available in the field of training. "As with other programs for older workers, we have found that many of our participants have built up a lifetime of skills that are quite salable," says Barb Dampman, " so we reserve the skills training for those who really need and want the longer term training."

ON-THE-JOB TRAINING. OJT is treated with the same circumspection according to job developer Ray Costillo. "We are leery of just providing an employer with a free subsidy. We look for the combination of occupation and participant where there really is some training needed. But having OJT available allows us to place participants in fields they otherwise would not be able to enter. Overall, we think it is a good investment for the right people and the right jobs," he says. Some 25-30 participants are enrolled in OJT during the course of the year.

PARTICIPANT CHARACTERISTICS AND PLACEMENT OUTCOMES. The San Antonio program tended to serve an older, less educated population. Well over half of the participants (57 percent) were over 60 and nearly two thirds (61 percent) did not have a high school degree upon enrollment. Despite these handicaps, 65 percent of those leaving the program in program year 1985-86 entered unsubsidized employment.

The San Antonio program is quite large, serving 392 participants during contract year 1985-86. All participants in the San Antonio program terminated during the year and 229 of those entered unsubsidized jobs. The average placement wage was $4.03 an hour and ranged from $3.35 to $9.55 an hour.

Those placed tended to find full-time work though the number of hours ranged widely from a minimum of six hours a week to a high of sixty. The average was 30 hours a week. Those finding work had an average annualized income from employment of $6,287.

Reflecting the characteristics of the low income older population in San Antonio, the program's participants were largely Hispanic and female. Sixty percent of the participants (and 65 percent of those placed) were women and 69 percent were Hispanic. Whites made up 21 percent of the participants and blacks, who account for about six percent of the entire older population in the city, made up 10 percent of the participants.

In the specific breakdown by age, 43 percent of the participants were aged 55-59, 36 percent were between the ages of 60 and 64, 13 percent were between 65 and 69 and eight percent were 70 years of age or older. The age pattern for those placed was almost exactly the same as that for the participants as a whole.

Educationally, nearly half of the participants (47 percent) had completed the eighth grade or less and another 14 percent had not finished high school. Only 11 percent had any post secondary education and only four percent had completed college.

Though the jobs obtained by the participants varied considerably, most participants found employment in unskilled or semi-skilled occupations. Home health aides, child care positions, companions, homemakers, and housekeepers accounted for 64 of the 229 placements. Janitors, maintenance workers, and groundskeepers accounted for 45 of the placements. Another common category of placements were sales positions with 21 placements. A large number of the participants were placed in such positions as clerks, security guards, and cooks.

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CASE STUDY #23

JTPA 3% PROGRAM PROFILE

Participant Characteristics San Antonio, TX

Total Served: 392

Age	Number	Percent
55-59	167	43%
60-64	142	36%
65-69	53	13%
70-79	30	8%
80+	0	0%
Total	392	100%

Average Age: 61
Age Range: 55 to 76

Sex		
Male	155	40%
Female	237	60%
Total	392	100%

Ethnic Group		
White (not Hispanic)	81	21%
Black (not Hispanic)	38	10%
Hispanic	271	69%
American Indian/ Alaskan Native	1	0%
Asian/Pacific Islander	1	0%
Total	392	100%

Education		
8th grade or less	185	47%
9th to 11th grade	55	14%
High School Graduate	103	26%
1-3 years of College	34	9%
College Graduate	15	4%
Total	392	100%

Employed at Enrollment		
Female	7	70%
Male	3	0%
Total	10	100%

CASE STUDY #23

JTPA 3% PROGRAM PROFILES

Placement Outcomes	San Antonio, TX

Total Placed: 229
Total Terminations: 354
Placement Rate: 65%

Age	Number	Percent
55-59	104	45%
60-64	80	35%
65-69	30	13%
70-79	15	7%
80+	0	0%
Total	229	100%

Average Age of Placed Participants: 60
Age Range of Participants Entering Employment: 55 to 75

Sex		
Male	81	35%
Female	148	65%
Total	229	100%

Ethnic Group		
White (not Hispanic)	43	19%
Black (not Hispanic)	23	10%
Hispanic	162	71%
American Indian/ Alaskan Native	1	0%
Asian/Pacific Islander	0	0%
Total	229	100%

Average Wage at Placement:	$4.03
Wage Range:	$3.35 to $9.55
Average Hours at Placement:	30
Range of Hours:	6 to 60
Average Annualized Income After Placement:	$6,287.
Cost Per Placement:	$2,370.

APPENDIX A

Job Training Partnership Act (JTPA) 3% Programs for Older Workers:

Cochise County Private Industry Council
26 Main Street
P.O. Box V
Bisbee, AZ 85603

Bruce Carey
JTPA 3% Program Coordinator

Phoenix City Aging Services
320 West Washington Street
Phoenix, AZ 85001

Ms. Lucille Andrews
Program Coordinator

Catholic Charities
433 Jefferson Street
Oakland, CA 94607

Michael Tillis
55 Plus Employment Program

City of Compton
Manpower Department
600 N. Alameda
Compton, CA 90221

Betty Hill
Director

Los Angeles Council on Careers for Older Americans
5225 Wilshire Blvd.
Los Angeles, CA 90036

Ann Ransford
Executive Director

Professional Employment and Training Services
5030 78th Avenue, North
Suite 11
Pinellas Park, FL 33565

Barbara Butz
Executive Director

Hennepin Technical Center
Job Training Office
7145 Harriett Avenue, South
Richfield, MN 55423

Joanna Hacker
Adult Program Manager

Anoka County Job Training Center
8008 Highway 65 N.E.
Spring Lake Park, MN 55432

Nancy Darcy
Program Coordinator

Regional Council on Aging
177 North Clinton Avenue
Rochester, NY 14604

Katherine Lewis
GROW Director

Generations United
P.O. Box 1384
1208 East Perkins Street
Guthrie, OK 73044

Carmen Bennett
Project Director
Senior Training and Employment Program

COEDD Area Agency on Aging
400 North Bell Street
Shawnee, OK 74801

Sandra Washburn
Director

South Dakota Green Thumb, Inc.
P.O. Box 509
Sioux Falls, SD 57101

Gary Eisenbraun
State Director
JTPA 3% Older Worker Project

Upper Cumberland Human Resource Agency
150 West Church Street
Algood, TN 38501

Janet Hooper
Director
Special Employment Programs

BETA Corporation
12 Penny Plaza
Murfreesboro, TN 37130

Darlene McDonnell
Program Director

Senior Neighbors, Inc.
10th & King Streets
Chattanooga, TN 37402

Susan Ritzhaupt
JTPA 3% Program

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Bill Roy
Program Director

BETA Corporation
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Virginia Forant
Program Coordinator

Crater Area Agency on Aging
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Petersburg, VA 23803

Kathleen McDermott
Program Manager
Older Workers Job Club

Capital Area Agency on Aging
316 E. Clay Street
Richmond, VA 23219

Marilyn Mitchell
Senior Employment Program Manager

Clark County NETWORK
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Vancouver, WA 98663

Walt Gordon
Project Manager
JTPA 3% Mature Worker Program

TARGET
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Seattle, WA 98101

Beverly Gregory
Supervisor
Mature Worker Program

People For People
1214 West Lincoln
P.O. Box 1665
Yakima, WA 98907

Helen Bradley
Associate Director

Vermont Associates for Training and Development
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Pat Elmer
President and Executive Director

Title V
Senior Community Service Employment Programs
(SCSEP)

American Association of Retired Persons
SCSEP
Walbash Union Street
P.O. Box 1385
Eureka, CA 95502

Ginger Campbell
Director

Upper Cumberland Human Resources Agency
SCSEP
150 W. Church Street
Algood, TN 38501

Janet Hooper
Director Special Employment Programs

Richmond Urban League
SCSEP
101 East Clay Street
Richmond, VA 23219

Margo Turnage
Project Director

American Association of Retired Persons
P.O. Box 125
Spokane, Washington 99210

Mike White
Director

Vermont Associates For Training and Development
SCSEP
132 North Main Street
St. Albans, VT 05478

Pat Elmer
President and Executive Director

Senior Neighbors, Inc.
10th & King Streets
Chattanooga, TN 37402

Displaced Homemakers Programs:

Arizona Action for Displaced Homemakers
1313 North Second Street
Suite B
Phoenix, AZ 85004

Johanna Phalen
Director
JTPA Title IIA Program

Options for Women Over 40
3543 18th Street, 3rd Floor
San Francisco, CA 94110

Patricia Durham
Coordinator

New Careers, Working Opportunities for Women
2344 Nicollet Avenue
Suite 110
Minneapolis, MN 55404

Mary L. Jacobsen
Assistant Director

GROW Displaced Homemaker Center
Regional Council on Aging
177 North Clinton Avenue
Rochester, NY 14604

Karen Greela
Project Coordinator

Privately-Funded Programs:

Arizona Action For Displaced Homemakers
United Way Program
1313 North Second Street
Suite 13
Phoenix, AZ 85004

Johanna Phalen, Director

Gramma's
Senior Citizens Services
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Memphis, TN 38104

Carolyn Stearns
Project Director

Rural Older Worker Employment Service (ROWES)
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John Killmeyer
Director